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COMMUNITY DEVELOPMENT PLAN



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CITY OF BRENTWOOD
COMMUNITY DEVELOPMENT PLAN

GENERAL PLAN:

- 1983 LAND USE ELEMENT
- 1983 CIRCULATION ELEMENT
- 1983 MASTER FACILITIES ELEMENT
- 1982 HOUSING ELEMENT
- 1978 CONSERVATION AND OPEN SPACE ELEMENT
- 1978 SEISMIC SAFETY ELEMENT
- 1978 NOISE ELEMENT
- 1978 SAFETY ELEMENT

REDEVELOPMENT PLAN:

- 1982 REDEVELOPMENT PLAN
- 1982 BRENTWOOD DOWNTOWN PLANNING
- 1983 REDEVELOPMENT PLAN AMENDMENT



1983 GENERAL PLAN

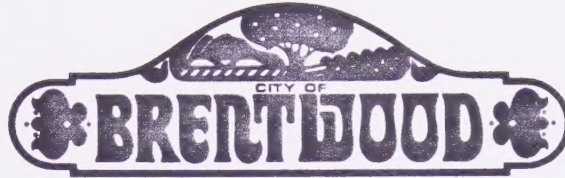
PART ONE OF TWO DOCUMENTS

LAND USE ELEMENT

CIRCULATION ELEMENT

MASTER FACILITIES ELEMENT

EIR



708 Third Street, Brentwood, California, 94513

1983 GENERAL PLAN

LAND USE ELEMENT
CIRCULATION ELEMENT
MASTER FACILITIES ELEMENT
EIR ON ABOVE

Adopted October 11, 1983

PART ONE DOCUMENT

PREPARED BY:



CONSULTANTS IN PLANNING — DESIGN — DEVELOPMENT
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IN ASSOCIATION WITH:

- JAMES R. STEDMAN AND ASSOCIATES - CIVIL ENGINEERS
- GOODRICH TRAFFIC GROUP - TRANSPORTATION PLANNERS
- WILLIAM ZION - FISCAL ANALYST
- JOHN CONE - URBAN ECONOMICS

CITY COUNCIL
RESOLUTION NO. 83-56

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BRENTWOOD APPROVING THE CITY OF BRENTWOOD 1983 GENERAL PLAN.

WHEREAS, the State of California has mandated that Cities prepare, adopt and maintain a comprehensive, long-term general plan for the physical development of the City, and any land outside the Cities boundaries which in the planning agency's judgement bears relation to its planning in accordance with Section 65300 et. seq. of the Government Code; and

WHEREAS, the City of Brentwood adopted its first general plan in February, 1966 and subsequently undertook three major general plan revisions and adopted the most recent general plan in February, 1978; and

WHEREAS, the general plan is based on current community values and on understanding of existing and projected conditions and needs of the community. And, furthermore, since these values and conditions change over time, the general plan program must be a continuous planning process; and

WHEREAS, the City of Brentwood felt that the conditions and needs of the community had changed since the adoption of the 1978 General Plan and therefore the City undertook a comprehensive review of the Land Use and Circulation Elements of the General Plan and elected to include a Master Facilities Element; and

WHEREAS, the City and consulting staff initiated this comprehensive review beginning in February 1982 and involved the community in the entire process through personal interviews with major property owners, farmers and developers, regular meetings with the General Plan Steering Committee, public workshops, public forums, joint City Council and Planning Commission study sessions and the public hearing process, in order to reflect to the greatest extent possible the current community goals and values; and

WHEREAS, the Planning Commission conducted a public hearing on July 19, 1983 and August 30, 1983 as to the adequacy of the Draft EIR and Draft 1983 General Plan, and furthermore adopted Resolution No. 33-20 on September 6, 1983 recommending to the City Council adoption of the 1983 General Plan; and

WHEREAS, the City Council conducted a public hearing on September 27, 1983 and on October 11, 1983 for the purpose of receiving public testimony in regard to the 1983 General Plan; and

WHEREAS, the City Council previously conducted a public hearing on the adequacy of the Final EIR prepared for the 1983 General Plan and determined that document to be adequate in accordance with CEQA Guidelines (Resolution No. 83-52); and

WHEREAS, the City Council has reviewed the Final EIR, all Technical Memoranda, all other pertinent reports, all public testimony and the recommendations of the Planning Commission;

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Brentwood as follows:

Section 1 Findings. The City Council of the City of Brentwood finds and determines that:

- (a) Pursuant to Section 65300 et. seq. of the Government Code, the 1983 General Plan which includes the Land Use Element, Circulation Element and Master Facilities Element, complies with all requirements of the Government Code and the appropriate General Plan Guidelines adopted as advisory guidelines by the State.

- (b) That the Final EIR prepared for the 1983 General Plan identifies the potential significant environmental effects which can feasibly be mitigated or avoided. Such effects and corresponding mitigation measures are identified in the Final EIR and are incorporated herein by reference.
- (c) Except as determined in Resolution No. 83-52, attached hereto as Exhibit "A" and incorporated herein by reference, Certifying the Final EIR as an adequate document, all the significant environmental effects that have been identified, have been reduced to an acceptable level in that all such effects that can feasibly be avoided have been either avoided or reduced to a level of insignificance.
- (d) The significant environmental risks of the project are individually and collectively acceptable in light of those statements of overriding consideration contained within Resolution No. 83-52, attached hereto as Exhibit "A" and incorporated herein by reference.
- (e) That the City Council accepts and approves all changes of the Draft 1983 General Plan as recommended by the Planning Commission in their Resolution No. 83-20, attached hereto as Exhibit "B" and incorporated herein by reference, with the exception of their recommendation No's. 4 and 5 for the following reasons:
- (1) The area in question has been significantly fractionalized into smaller one to five acre parcels within the unincorporated area and these smaller parcel sizes are not conducive to continuing agricultural production both on the specific parcels and larger adjoining parcels.
 - (2) That the soil types within the area in question are varied and require different treatment in order to obtain maximum crop yield and it is not economically feasible by the farmers to treat different portions of a field due to soil type.
 - (3) That establishing a larger parcel size such as suggested by the Agricultural Conservation designation would limit the farmers ability to borrow funds in order to continue farming the land due to the reduced value of the land.
 - (4) Therefore the City Council has chosen not to accept Planning Commission Recommendation No's. 4 and 5 and therefore leave that area located generally west of Fairview Avenue and the Southern Pacific Railroad tracks designated Ranchett-Estate (RE) on the Draft (April 1983) Land Use Plan Map as Ranchette-Estate.

BE IT FURTHER RESOLVED, that the City Council of the City of Brentwood that the City of Brentwood 1983 General Plan which includes the Land Use Element, Circulation Element and Master Facilities Element is an adequate document which designates and establishes the City of Brentwood's goals and policies for the future development of the City and is therefore adopting said General Plan with said elements as described in Exhibit "C" Titled the City of Brentwood 1983 General Plan - Land Use Element, Circulation Element and Master Facilities Element attached hereto and incorporated herein by reference.

PASSED AND ADOPTED by the City Council of the City of Brentwood at its regular meeting of Tuesday, October 11, 1983 by the following vote:

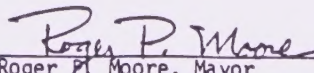
City Council Resolution No. 83-56

AYES: Councilmembers Gambel, Palmer, Ghiselli, Guise and Mayor Moore

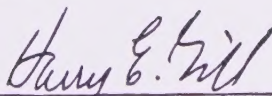
NOES: None

ABSENT: None

Approved:


Roger P. Moore, Mayor

Attest:


Harry E. Gill, City Clerk

CITY COUNCIL
RESOLUTION NO. 83-52

EXHIBIT "A"

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BRENTWOOD CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE 1983 BRENTWOOD GENERAL PLAN AS BEING AN ADEQUATE DOCUMENT IN ACCORDANCE WITH CEQA GUIDELINES AND FURTHER DETERMINING PROJECT MITIGATION MEASURES, ENVIRONMENTAL FINDINGS, AND DETERMINATIONS OF OVERRIDING CONSIDERATIONS.

WHEREAS, an environmental impact report ("EIR") on the 1983 Brentwood General Plan ("Project") for the City of Brentwood ("City") was prepared for the project pursuant to the California Environmental Quality Act (Public Resource Code Section 21000 et. seq.), the Guidelines for implementation of the California Environmental Quality Act (14 Cal. Admin. Code Section 15000 et. seq., hereafter the "State CEQA Guidelines") and local procedures adopted by the City pursuant thereto; and

WHEREAS, on May 18, 1983, the City filed a Notice of Completion and thereafter forwarded the Draft EIR to the State Clearing House for distribution to those agencies which have jurisdiction by law with respect to the project and to other interested persons and agencies, and sought the comments of such persons and agencies; and

WHEREAS, notice to all interested persons and agencies inviting comments on the Draft EIR was published in the Brentwood News on March 11, 1982; and

WHEREAS, the City conducted a public forum on June 20, 1983 to receive verbal comments on the Draft EIR and Draft 1983 General Plan; conducted a public hearing before the Planning Commission on July 19, 1983 to discuss and receive additional comments on the Draft EIR and Draft 1983 General Plan; and conducted a public hearing before the City Council on September 27, 1983 to discuss and receive comments on the Final EIR and Draft 1983 General Plan; and

WHEREAS, the time for receipt of written comments was extended from July 5, 1983 to July 26, 1983 to allow additional input; and

WHEREAS, the Draft EIR was thereafter revised and supplemented to adopt appropriate changes suggested, to incorporate comments received and the City's response to said comments, and as so revised and supplemented, constitutes the Final EIR on the 1983 Brentwood General Plan; and

WHEREAS, on July 19, 1983, the Planning Commission conducted a regular meeting and on August 30, 1983, the Planning Commission conducted an adjourned regular meeting, on September 27, 1983 the City Council conducted a regular meeting on the 1983 General Plan and Final EIR relating thereto, following notice duly and regularly given as required by law, and all interested persons expressing a desire to comment thereon or object thereto having been heard, and said Final EIR and all comments and responses thereto having been considered; and

WHEREAS, the Planning Commission of the City of Brentwood desires to adopt the 1983 Brentwood General Plan and certify the Final EIR as being an adequate document in accordance with the California Environmental Quality Act, the State CEQA Guidelines and local procedures; and

WHEREAS, the City Council desires to set forth its findings in support of such recommendation.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Brentwood that it finds:

1. That each of the foregoing recitals is true and correct.
2. The Final EIR identifies the potential significant environmental effects which can feasibly be mitigated or avoided. Such effects and corresponding mitigation measures are identified in the Final EIR, attached hereto as Exhibit "A" and incorporated herein by reference. The project mitigation measures listed in Exhibit "A" or other mitigation measures identified, as the project is implemented, that will further reduce the impacts identified, are to be implemented during the implementation of the project.
3. Except as determined below, all of the significant environmental effects that have been identified, have been reduced to an acceptable level in that all such effects that can feasibly be avoided have been (a) avoided or (b) reduced to a level of insignificance.
4. The Final EIR identified three environmental impacts which cannot be mitigated to a level of insignificance. The Planning Commission and City Council of the City of Brentwood has weighed the benefits of the 1983 Brentwood General Plan against these environmental risks and based upon such review the City Council adopts the following statement of overriding considerations for each of the identified environmental risks:
 - A. Unavoidable significant environmental risk: Conversion of Agricultural Lands. Implementation of the 1983 Brentwood General Plan will result in the conversion of approximately 2,935 acres from agricultural use to urban uses and conversion of approximately 2,559 acres from agricultural use to agricultural residential uses.

Overriding considerations: The adverse environmental impact of conversion of agricultural lands to urban uses is outweighed by the economical and social benefits of the project. There is a strong necessity to develop Brentwood as a balanced community rather than a bedroom community and the plan will provide the City with the tools necessary to accomplish this. Further discussion of the social and economic benefits of the proposed project is contained within the 1981 General Plan and Final EIR.

- B. Unavoidable significant environmental risk: Long-term energy commitments would be required for urban uses.

Implementation of the 1983 Brentwood General Plan will result in the increased usage of energy for heating, cooling, lighting, power, transportation and other such energy consuming uses.

Overriding considerations: The 1983 General Plan has attempted to mitigate these impacts to the extent possible through development of a balance community and the provision of employment generating uses to reduce commute traffic. The adverse energy consumption impact is outweighed by the economic and social benefits of the project of developing a balanced and economically viable community.

- C. Unavoidable significant environmental risk: Brentwood's rural character would be diminished.

Implementation of the 1983 Brentwood General Plan will result in a larger community than currently exists that will diminish the rural character of the community.

Overriding considerations: The 1983 General Plan has attempted to mitigate this impact to the extent possible through the use of hard rural/urban boundaries to the east and south and through the use of one acre plus ranchettes northerly and northwesterly to serve as a transition between Antioch, Oakley and Brentwood. This adverse impact is outweighed by the economic and social benefits of the project developing a balanced and economically viable community.

- D. Unavoidable significant environmental risk: Disruption of Existing East Contra Costa Irrigation District Facilities and services.

Implementation of the 1983 Brentwood General Plan will result in the loss of approximately 3000 acres from the ECCID service area.

Overriding considerations:

An orderly, contiguous growth pattern, with phased expansions, as recommended in the Plan, would reduce disruptive effects and allow the District to adjust to change in conditions. This adverse impact is outweighed by the economic and social benefits of the project developing a balanced and economically viable community.

5. The four significant environmental risks of the project are individually and collectively acceptable in light of the above statements of overriding considerations.

PASSED AND ADOPTED by the City Council of the City of Brentwood at the regular meeting held on September 27, 1983 by the following vote:

AYES: Councilmember Gambel, Ghiselli, Guise, Palmer and Mayor Moore

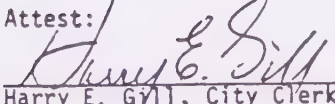
NOES: None

ABSENT: None

Approved:


Roger P. Moore, Mayor

Attest:


Harry E. Gyll, City Clerk

ACKNOWLEDGEMENTS

The following people have made valuable contributions during the preparation of the 1983 General Plan (Draft) and their help and participation have been greatly appreciated.

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Catherine Palmer, Vice Mayor
George G. Gambel
Bruce C. Ghiselli
Barbara J. Guise

BRENTWOOD PLANNING COMMISSION

Larry Day
Mimi Clarke
Craig Jepsen
Ronald Enos
Randy Lynch
Robert Pederson*

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Laine Lawrence
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Ray Nebergall

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Joe Trebino
John Continente

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Ronald Enos
Randy Lynch
Laine Lawrence
Bob Palladino
Ray Nebergall
Joe Trebino
John Continente

BRENTWOOD CITY STAFF PARTICIPANTS

Harry E. Gill, City Manager
James Frank, Chief of Police
John Jones, Public Works
Director/City Engineer

Robert Selders, Planning Director
Lisa Williams, Planning Secretary

* Chairman and Commissioner through December, 1982.

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Chapter I

INTRODUCTION

INTRODUCTION

PURPOSE OF THE GENERAL PLAN

More than any other document, the General Plan binds together the fullest range of concepts, ideas and intentions which serve as the vision for an improved future community. Statements within the General Plan provide a basis for the multitude of public and private actions that will eventually build and strengthen the community. The intended result of these collective actions is to create and sustain a supportive human environment and an identifiable, functional and aesthetically pleasing physical community for its residents.

STATE PLANNING REQUIREMENTS

Beyond the primary role of the General Plan to challenge and inspire each and every citizen to democratically and voluntarily help create the best possible community, the State of California has given the General Plan a legal effect. The planning and zoning law of California is quite specific as to the purpose and content of a community's General Plan. Regarding purpose, Sections 65300 and 65300.5 provide that:

"Each planning agency shall prepare, and the legislative body of each county and city shall adopt, a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning."

"In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

Regarding content of the General Plan, Section 65302 states:

"The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

1. Land use element
2. Circulation element
3. Housing element
4. Conservation element
5. Open space element
6. Seismic safety element
7. Noise element
8. Safety element
9. Scenic highway element"

In addition to the mandatory elements, the code permits agencies to adopt other optional elements to reflect and accommodate local conditions and circumstances. Section 65302.1 of the law deals further with the matter of local conditions, stating:

"The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances."

In addition to the requirements of the California Planning and Zoning Law, the provisions of the California Environmental Quality Act (CEQA) are also applicable to the preparation and adoption of a General Plan. According to CEQA, the adoption, revision, or amendment of a General Plan is a "project" and therefore subject to environmental review.

Further, State law requires that the local jurisdiction's zoning must also be brought into consistency with the policies in the General Plan after the plan has been adopted. No longer can a general plan sit and gather dust; it must be implemented and followed in decisions regarding future development.

BRENTWOOD'S REGIONAL SETTING

Brentwood is located in eastern Contra Costa County on the eastern perimeter of the San Francisco Bay Area metropolitan complex. Immediately beyond Brentwood to the south and east are rich farm lands and the famous Delta waterways. The City's location is about equidistant (fifty miles) from San Francisco to the west and Sacramento to the north east. Because of Brentwood's proximity to the job markets of the Bay Area, about sixty percent of Brentwood's employed residents in 1980 commuted to jobs out of town.

Figure I.1 on the next page shows Brentwood's relative location vis-a-vis its immediate neighbor to the west -- the City of Antioch -- and other major communities in the region.

BRENTWOOD'S PLANNING AREA

According to Government Code Section 65300, the General Plan must cover all the territory within the boundaries of the City. It should also take into account any area outside which, in the City's judgment, "bears a relation to its planning." Therefore, the law provides for extra territorial planning beyond the City's legal boundaries. According to the law, the planning area should be extended as far as necessary into the fringe area to include all areas of concern to the City and those requiring joint action with other communities to solve common problems.

In addition to the area within the City's jurisdiction, an area beyond the City limits but within a designated planning area boundary is included in the General Plan because:

- It is within the City's proposed "ultimate influence area."
- It contains the area adjacent to the City of Antioch's Sphere of Influence.
- It contains a significant amount of agricultural land under County land use control which is critical to Brentwood's economy and character.
- It contains the proposed rerouting of Highway 4 which will significantly affect the future development of Brentwood.

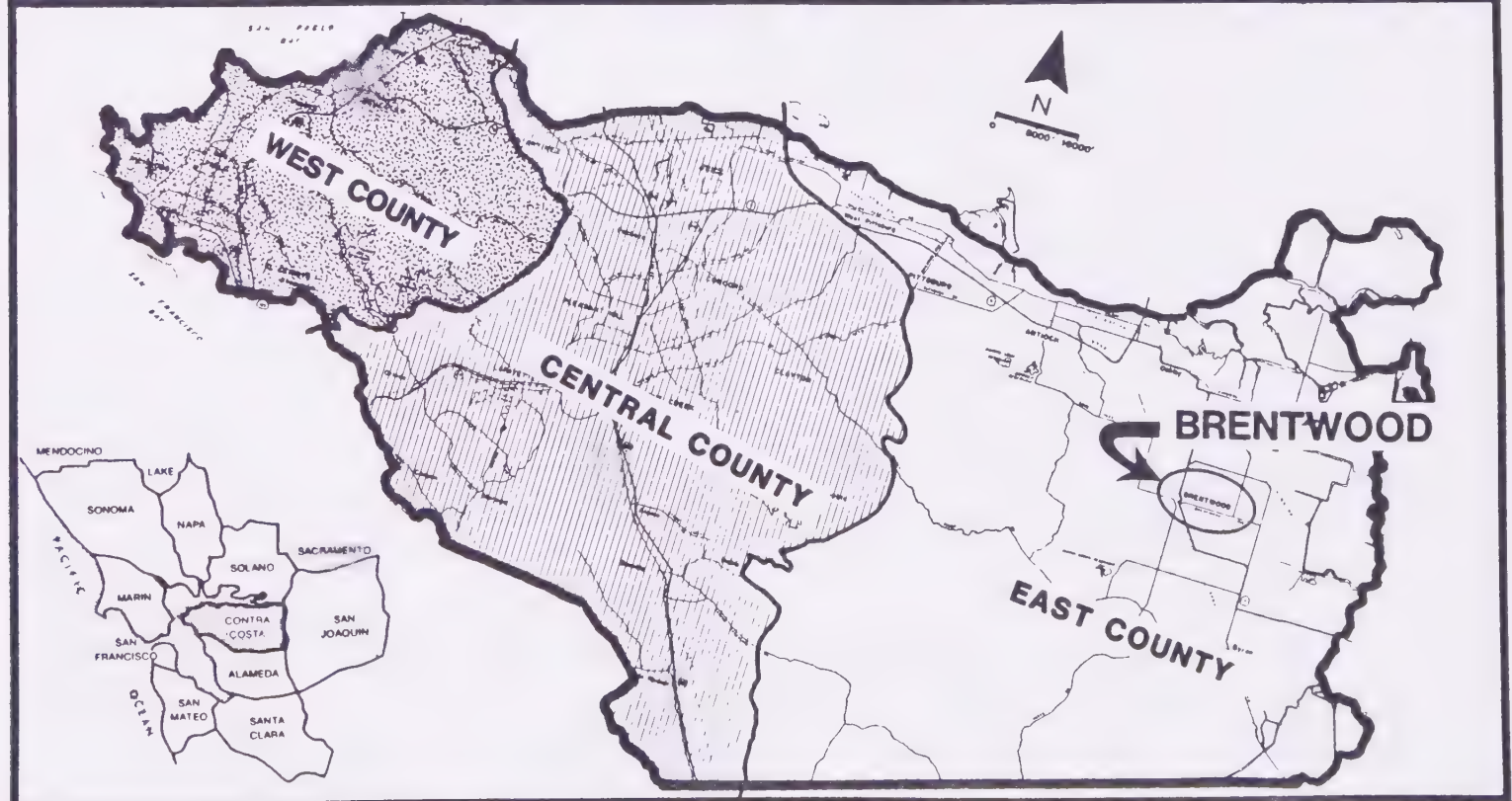
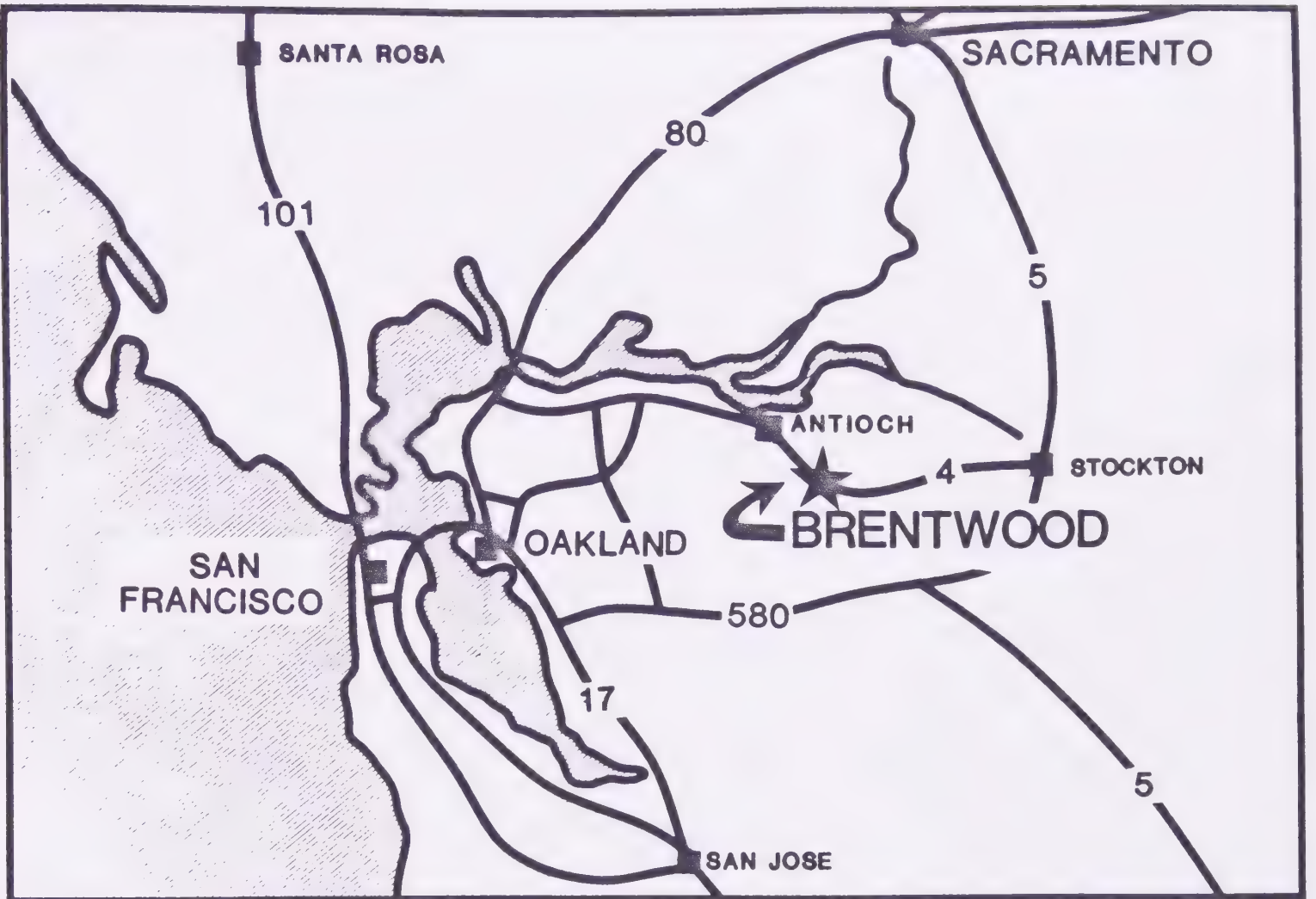


FIGURE I.1
BRENTWOOD LOCATION IN THE REGION

Brentwood's 11,130 acre planning area is shown on Figure I.2.

GENERAL PLAN FORMAT

While State planning law specifies the content of the General Plan, requiring that all the mandated issues be addressed, it allows flexibility in General Plan format. This 1983 update and refinement of the General Plan has been structured to be as understandable, easy to use, and available as possible. To accomplish these objectives the document is organized into two parts, as follows:

Part 1: The General Plan (this document)

- Chapter I: Introduction - Purpose, Content, Structure and Use of the Plan
- Chapter II: General Plan - Concept of the General Summary Plan
- Chapter III: General Plan - Basic Policy Framework Elements
- Appendix A: EIR on the General Plan

Part 2: Supplements to the General Plan (a separate document)

- Five sections with detailed information, analysis and area plans.

GENERAL PLAN CONTENT

The following is a brief description of the contents of these two documents:

Part 1 - Chapter II: Plan Summary (included herein)

This section of the document summarizes the basic concepts and intentions which set the overall direction for physical development and conservation of land and resources within the Planning Area.

Part 1 - Chapter III: Plan Elements (included herein)

This section contains the elements mandated by State law as well as several optional elements. These individual elements have been combined into six compatible groupings of elements to address interrelationships and help clarify basic strategies.

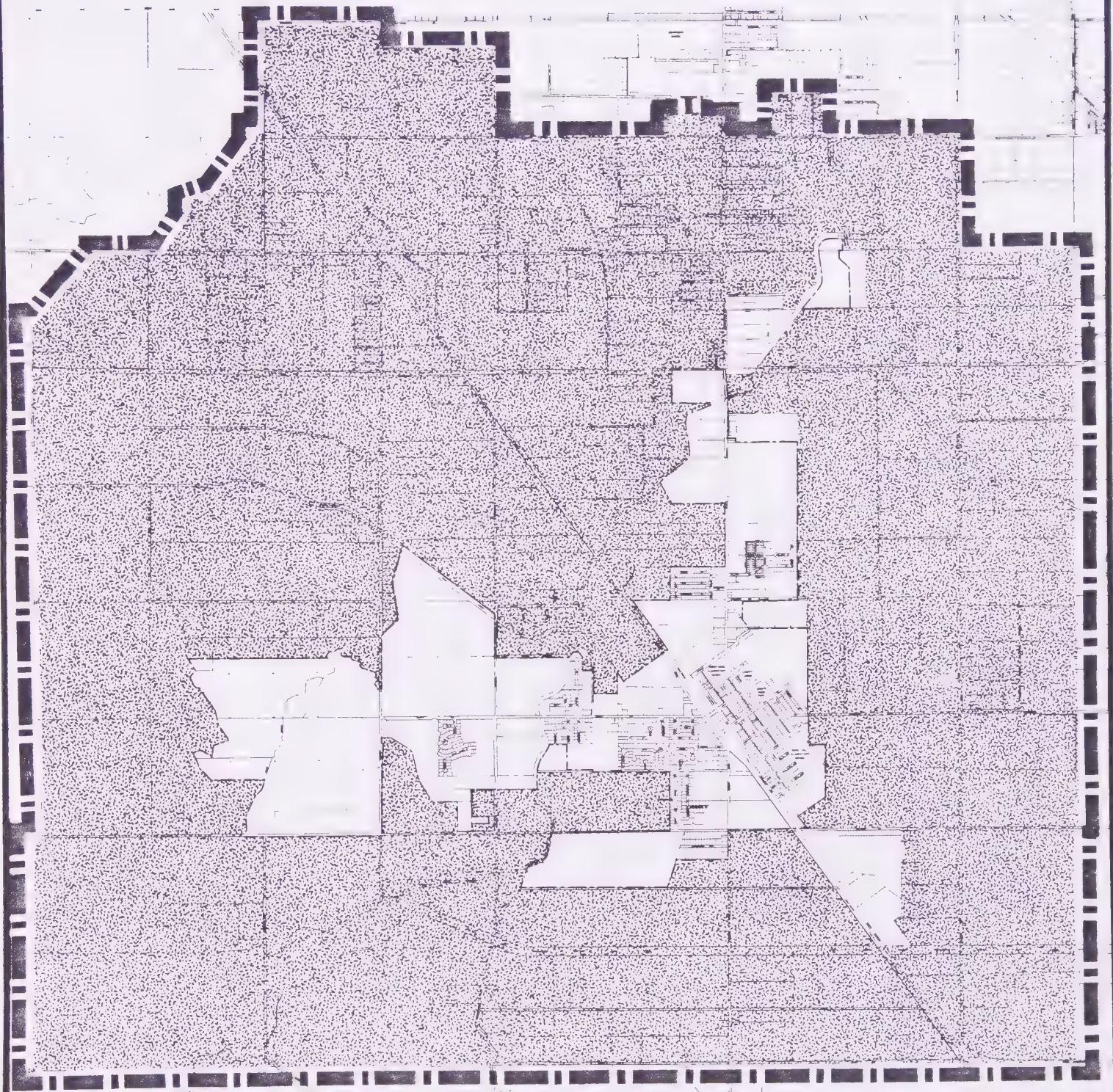


FIGURE 1.2
BRENTWOOD PLANNING AREA



 **INSIDE CITY LIMITS (APRIL 1983)**

 **OUTSIDE CITY LIMITS**

 **PLANNING AREA BOUNDARY**

Appendix A: General Plan EIR (included herein)

Environmental assessment of the 1983 General Plan according to the California Environmental Quality Act.

Part 2: Supplements to the General Plan (a separate document)

Part 2 contains several individual sections which explain, amplify and otherwise extend the Plan Elements of Part 1-Chapter III.

CONTENT OF THE PLAN ELEMENTS

Chapter III contains six Plan Elements which address subjects bearing a relation to planning for the future Brentwood community as follows:

Element A: Comprehensive Land Use (prepared 1982-83)

This element (updated and refined 1982-83) prescribes the future distribution, location and extent of uses of land, both public and private, within the Brentwood Planning Area and specifies to the extent practical the allowable uses, and development standards for each category of land use. This takes into account the present use of land; Brentwood's need to accommodate projected population and economic activity and its share of regional housing needs; its ability to provide transportation, utilities and other supporting facilities; the preservation of important and unique natural and man-made resources; significant natural and man-made hazards; the ability of the natural environment to sustain these uses, particularly with regard to air and water quality; and, the extent to which the development of such a land use pattern will be able to provide the financial resources to the City and other local agencies to maintain an adequate level of local services.

Element B: Circulation (prepared 1982-83)

The Circulation Element consists of the general location and extent of existing and proposed thoroughfares, transportation routes and terminals, correlated with the Land Use Element.

Element C: Master Facilities (prepared 1982-83)

The Plan Element identifies the future distribution, location, level of service, and extent of public and private sewer, water, drainage and other essential facilities needed to support prescribed land uses.

Those sections of the Plan Element dealing with sewer, water, drainage and the community facilities of schools and parks were updated and refined in 1983.

Energy is an optional element which should eventually be added to this Plan Element.

Element D: Housing (prepared 1982-83)

The Housing Plan Element makes adequate provision for the preservation, improvement and development of housing to meet the existing and projected needs of all economic segments of the community.

Element E: Natural Resources/Environmental Quality (1978 General Plan)

This Plan Element of the General Plan provides for the preservation, conservation, development, and utilization of natural and man-made resources, including streams and creeks, water recharge areas, natural habitats; minerals, agricultural lands and soils; habitat and breeding grounds for native wild animals, birds, fish and fauna, and unique plant species; scenic areas; historical and cultural resources; and public and private recreational facilities.

The 1983 General Plan addresses two related subjects under the Land Use Element as follows:

- Agricultural lands and soils
- Public park and recreational facilities

Element F: Hazards and Safety (1978 General Plan)

This Plan Element addresses the protection of the community from natural and man-made hazards, including, but not limited to: seismically induced surface rupture, ground shaking, ground failure, dam failure; floods; wildland and urban fires; hazardous materials; and excessive noise.

STRUCTURE OF PLAN ELEMENTS

Each Plan Element is structured in the following order:

Section 1: Policies

Section 2: Actions

These are explained below:

Policies

After the introduction, the written policies of the Plan Element are presented. Policies are the goals and objectives set by the community which together establish its policy direction. Goals are the ideals or the ultimate purpose of things which public and private actions should strive toward. Objectives are more specific steps which often are expressed as a number and can be used as a measure of achievement toward reaching a goal. A standard is a quantified guideline defining the relation between two variables, often used in the form of a ratio (e.g. six housing units per acre of land).

Actions

Following the policy statements is an implementation program consisting of a coordinated set of actions to carry out the basic policies of each Plan Element. An action is an implementation measure, procedure, program, or technique that helps carry out General Plan policy. These actions are intended as commitments which the community establishes to ensure the attainment of basic policies.

BRENTWOOD'S PLANNING HISTORY

In order to capture the ideas and intentions of the community, mold them into a newer and clearer vision of the future and determine public support for these articulated purposes, community planning is necessarily an ongoing process. In response to changes, dynamics, and conditions, the Brentwood community has attempted to direct its future through five distinct phases in the evolution of its General Plan. These five phases in Brentwood's planning history are described below.

Phase I: 1962 - 1966

The first attempt at articulating community goals was the Preliminary General Plan for Brentwood and Its Environs, prepared for the City by the Contra Costa County Planning Department. At that time the City population was approximately 2,250. The City had already incorporated in 1948, at which time the population was 1,805 persons within boundaries occupying about 420 acres.

The overall emphasis of the 1962 Plan was to protect the community's rural atmosphere and agricultural economy. The Plan foresaw Brentwood as growing to approximately 7,000 population on 730 urbanized acres within a ten year period, with a maximum population of 15,000 if the area urbanized to its maximum density. The intention of the Plan was to create "a small agricultural community with all the necessary provisions for a gradual controlled expansion of subdividable land and community facilities, with provision for some controlled industrial development catering to the agricultural needs of the area."

This Preliminary General Plan was not adopted by the City, however.

Phase II: 1966 - 1973

By 1966 the City's population had reached approximately 2,400 and City leaders saw conditions somewhat differently from the 1962 Plan. The Brentwood General Plan, prepared for the City by Warren W. Jones and Associates, - City and Regional Planners, and Hanover-Lee Associates, - City and Regional Planners was adopted on February 23, 1966 by City Council Resolution No. 65-X. Although the growth dynamics anticipated in the 1962 Plan had not occurred, it had become obvious that Brentwood was no longer an isolated agricultural community. The 1966 Plan indicated that "...Brentwood's aim is to become a high-quality community that serves as the regional business and cultural center for the East County Region," as a principal supplement to the agricultural industry.

The 1966 Plan indicated that high quality did not mean high cost but that quality development could be achieved through good design.

The 1966 General Plan was Brentwood's first locally directed effort at defining community goals.

Phase III: 1973 - 1977

The slow steady growth of the City's population reached 3,200 by 1973. The City was experiencing some growth pressures and the community was becoming concerned with the impacts of uncontrolled growth. As a result, the General Plan underwent refinement in 1973. The future urbanized area was cut back significantly, and the preservation of agricultural lands and rural atmosphere were emphasized. Development in this 1973 Plan was to be directed west along Dainty Avenue to a point just west of Fairview Avenue and located generally between McClarren Road and Deer Creek Channel. Another urbanization corridor was to be extended north along Highway 4 to Lone Tree Way.

This Revised Brentwood General Plan was prepared for the City by Duncan and Jones - Urban and Environmental Planning Consultants, who also provided planning staff services to the City at this time. The Plan was adopted on November 13, 1973 by City Council Resolution No. 235-X, thereby initiating the third major phase in defining and managing Brentwood's future.

Phase IV: 1977 - 1982

By 1977 the pendulum of the City's perceived needs had started to swing back from its perceptions as stated in the 1973 General Plan. The City had reached approximately 3,800 population and had added a salaried planner to staff. It was generally felt that the 1973 Plan was too restrictive and did not provide a large enough area for the future urban community. Therefore City staff undertook the preparation of another revision of the General Plan in 1977.

Again the planning area was enlarged but land uses were very generalized. The goals of preservation of prime agricultural land and enhancement of the rural atmosphere were reemphasized, to be accomplished by controlling growth in an orderly way. However, by late 1981 it was commonly accepted that the City's fourth General Plan (adopted February 28, 1978 by City Council Resolution No. 78-10) had become out-of-date, and was too generalized and ill-defined to provide sufficient direction for the City, thereby bringing to a close the fourth era in Brentwood's planning history.

Phase V: Update and Refinement of the General Plan

The planning process in Brentwood currently (1983) is moving into its fifth phase. During this phase, which is expected to cover the years from 1983-88, the following steps have been accomplished, are underway, or can be anticipated.

1. Preparation of the Downtown Redevelopment Plan

The City of Brentwood for a number of years has recognized the need to improve the older portion of the City and encourage new development and revitalization within this area. In early 1981, the City initiated the process of establishing a Redevelopment Agency, selecting a project area and developing a Redevelopment Plan in accordance with California Redevelopment Laws. The Redevelopment Plan was adopted in August, 1982 and the City is currently in the process of preparing a capital improvement and implementation program for the project.

2. Preparation of the Housing Element of the General Plan

The City adopted a Housing Element as part of the 1977 General Plan, however, this element was not approved by the State as complying with the 1977 Guidelines. The City, therefore, initiated the process of revising the Housing Element to comply with current State requirements. The Housing Element is being prepared concurrently with the preparation of the 1983 General Plan in order to ensure consistency and compatibility.

3. Update and Refinement of the Land Use, Circulation and Master Facilities Elements

By late 1981, developers had submitted proposals with the potential of adding 4300 housing units to the City. If built, the proposed units would more than triple the City's 1981 population - approximately 4,700. Already the City was feeling the strains of limited sewer and water capacity and tight City budgets brought about by a stagnating economy and the after effects of Proposition 13, passed in 1978 to restrain property tax rate increases. The City engaged the WPM Planning Team - Consultants in Planning, Design and Development - in February, 1982 and technical studies were prepared to identify and analyze relevant community-wide issues, as follows:

Technical Memoranda

	Contents	(Formerly)
TM 4.1	Master Facilities Planning Factors (sewer, water, drainage, and other community facilities)	1
TM 4.3	Financial Planning Factors	2
TM 1.1	Economic, Population and Housing Planning Factors	3
TM 3.1	Circulation Planning Factors	4
TM 2.1	Land Use Planning Factors	5
TM 5.1	Natural Resource Planning Factors	6

Such studies provided a thorough assessment of changing conditions and constraints and opportunities facing the community.

From March to July 1982, discussions were undertaken by a Steering Committee consisting of Council and Planning Commission members and key citizen leaders. Committee members reviewed the above documents, thoroughly discussed policy issues, and provided their views about the past and the community's needs for the future.

In August 1982, a two-day Public Workshop was held to provide further opportunity for citizens and public officials to comment on issues, review planning alternatives and submit recommendations. The recommendations of the Public Workshop were then compiled and reviewed by workshop attendees in September 1982. General support was expressed at this meeting for the recommendations. These recommendations established a working framework for subsequent and more detailed work on the General Plan.

4. Draft General Plan

The next step in the update and refinement of the General Plan was preparation of a draft General Plan consistent with the direction set by earlier steps. Each draft element of the General Plan was subjected to comment, refinement and possible revision by the Steering Committee, Planning Commission, City Council and the public.

5. EIR on the General Plan

According to California environmental law, an Environmental Impact Report on the Draft General Plan was prepared and reviewed by the public. Continuing with an emphasis on involving the community in refining the vision of the future community, the draft Brentwood General Plan and related Environmental Impact Report was reviewed from June through October, 1983 and noticed public meetings before the Planning Commission and City Council were held throughout the summer of 1983.

6. Adoption of the General Plan Update/Refinement

Following the public hearings, the Land Use, Circulation and Master Facilities elements were adopted in October, 1983.

Future Steps During Phase V

At the completion of Step 6 above in 1983, several additional steps can be anticipated during Phase V in the continuing update, refinement and implementation of the General Plan. These include:

1. Annexation Feasibility Program

With the adoption in 1983 of the Land Use, Circulation and Master Facilities Elements of the General Plan, a more detailed framework will be in place for organizing the future Brentwood community than during earlier phases of planning. As a result, a systematic annexation program can be followed to implement the General Plan. Proposed annexations can be thoroughly reviewed by the City for their potential contributions to the future community and consistency with the General Plan.

Briefly, annexation feasibility can be reviewed according to the following measures:

- a. Designate planned expansion areas that are candidates for annexation.
- b. Require a specific plan for the planned expansion area in order to further detail proposed General Plan land uses, recommend mitigations for adverse impacts, and demonstrate overall community benefits.

- c. Prezone according to the specific plan.
- d. Request approval of the specific plan by LAFCO and mutually affected agencies, if specific plan is to be used for Sphere of Influence designation.

2. Economic Development Strategy

A vital ingredient in the accelerated economic development of East Contra Costa will be the near-term planning, design and construction of the proposed Highway 4 Extension to promote an East County major employment center. Cooperative planning between Brentwood, Antioch, and the County to coordinate policy and actions among these agencies within the designated corridor is clearly needed to achieve the mutual benefits which will result. First priority is the protection of the future right-of-way so that the opportunity for highway extension is not lost. Beyond that is the need for joint agreement on the concept, details and sharing of the proposed employment center along this beltway so that each agency can do its part to bring it about. A jointly prepared and approved specific plan could be the appropriate vehicle to achieve the objective.

Chapter II

PLAN SUMMARY



GENERAL PLAN SUMMARY

INTRODUCTION

This chapter summarizes the major ideas, recommendations and provisions of the General Plan. Chapter III that follows provides more specific policy recommendations while Part 2 - Supplements to the General Plan (a separate document) provides quantitative data, analyses, and other information which supplement and otherwise extend the various elements of the General Plan.

Copies of this General Plan document and Part 2 - Supplements to the General Plan document are available at the Brentwood City Hall and at the Brentwood Public Library.

The following summary of the General Plan is presented in two parts. The first part describes the central goal of the General Plan -- namely, the desire on the part of the community to achieve, over time, a balanced community. The second part presents major overriding policies. The balanced community concept and the major policies, together, serve as the basis for the more specific policies and actions of Chapter III.

THE BALANCED COMMUNITY CONCEPT

Brentwood until the early 1970's was a relatively self-reliant town, largely isolated from the growth dynamics and economic systems of the San Francisco Bay Area metropolitan region. It was a stable, balanced farming community within its East County environment. People raised their families and chose to live in Brentwood for its small town atmosphere, and local jobs resulting from the agricultural economy. People worked, shopped and played close to home because there were opportunities to do so.

In recent years this has started to change. Although Brentwood is still physically separated from the growing Pittsburgh-Antioch urban corridor to the west, the town is feeling more directly the outward expansion of the nearby metropolitan region. The majority of Brentwood's recent population growth has occurred because people with jobs

in cities to the west chose to live in Brentwood and commute to their jobs. This type of growth produces housing units and population-serving commercial development but it means that the community's economic base is really jobs in other communities.

Because more housing units were being added without a parallel increase in local employment opportunities, by 1980 the ratio of local jobs to housing units had declined to only 42 local jobs per 100 housing units. By comparison the ratio for Contra Costa County was 92 jobs per 100 housing units and 135 jobs per 100 housing units for the Bay Area.

If the ratio of local jobs per housing unit could more than double to 88 jobs per 100 housing units, the ratio would still be only 65 percent of the regional average. Clearly the attraction of new jobs to the Brentwood area was an example of a need for the improvement of balance in the Brentwood community.

The consequences of a continuation of this predominately residential, bedroom community type of development are several:

- Increasing congestion in and out of town during commute hours.
- Other attendant costs in travel time and vehicle operational costs and roadway improvements.
- More and more dependence on economic decisions made by outsiders.
- Less-active interest of commuting residents in the life and betterment of the community.
- Growing difficulty in financing the public and private support systems of urban life.
- Erosion of local reliance and self-control.

During the August 1982 Public Workshop, the participants examined the community's changing character and the longer range consequences of becoming one of the Region's mushrooming bedroom suburbs. The coalition of people which participated in this discussion concluded that they did not like the social, economic, physical, environmental and political implications of the bedroom community trends. Most acknowledged that Brentwood would grow and that it would be a part of an open, dynamic Bay Area economy but that it should also increase its ability, through planning, to control its destiny, participate in its development,

grow at an orderly and deliberate pace, and improve community balance.

At that point, the examination turned toward the concept of Brentwood as a balanced community and what the community could do to achieve a new balance over time, as it grows. What should the City embrace so that it moves in the direction of balance? What can the General Plan do to show the way?

GUIDELINES FOR ACHIEVING BALANCE

In the on-going process of managing the growth of the community two general principles would serve as the first test. Balance would be encouraged by actions which:

- Stimulate the ability to satisfy basic needs locally.
- Improve the capacity for local self-reliance.

With these guides in mind, the 1983 General Plan outlines a series of housing, demographic, land use and economic policies and targets which can provide further direction to City officials, staff, interested people and developers in achieving the goal of a "balanced community". These are embodied in the various Plan Elements of Chapter III and are quantified as specific planning targets in Part 2-Supplements to the General Plan, Section 2.2. Figure II.1 on the next page is a graphic illustration showing how certain ratios would need to change to move toward better balance.

Briefly, such balancing measures include:

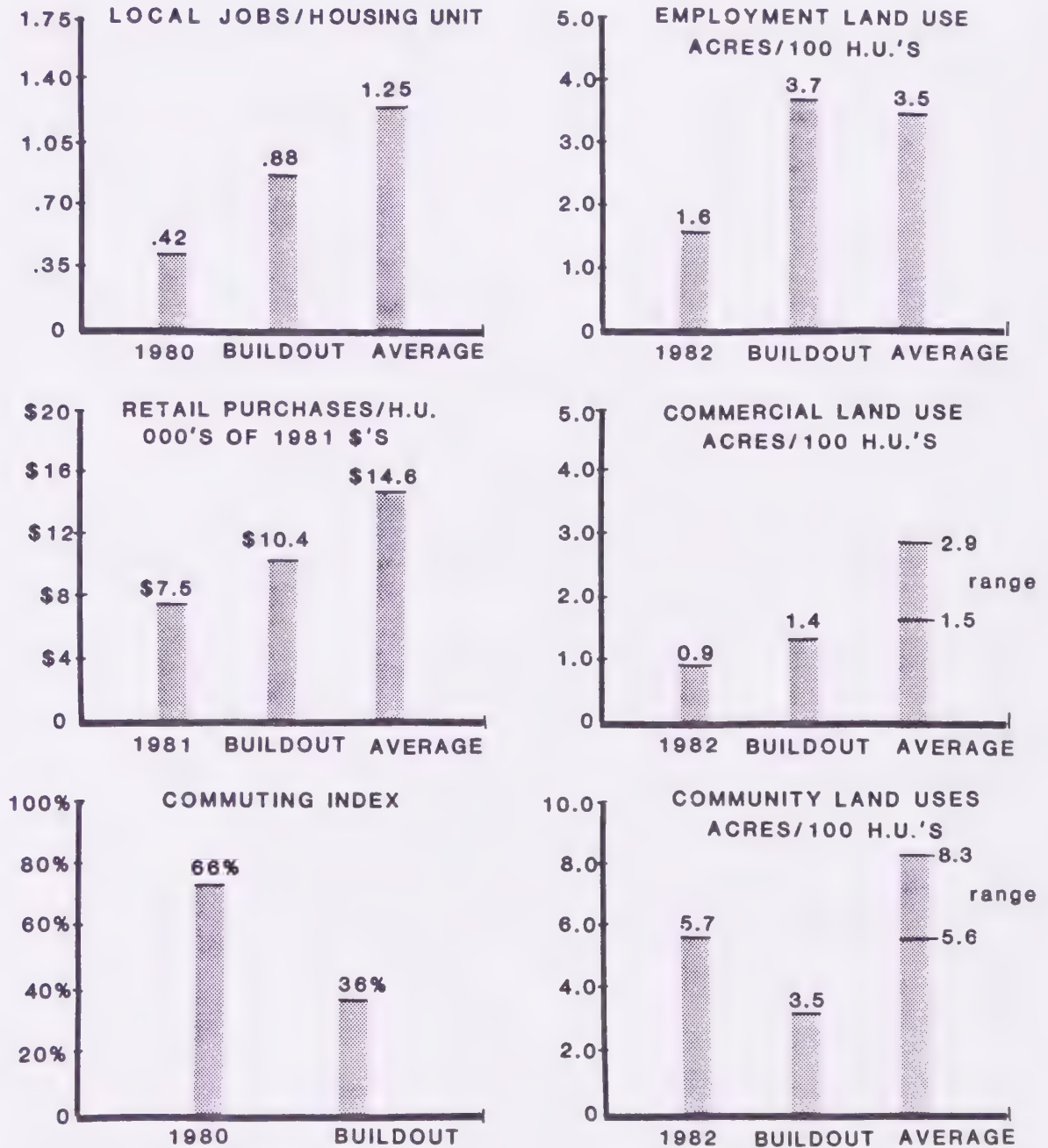
- Local Employment: More jobs need to be added than housing units within and nearby Brentwood until the jobs/housing ratio approaches that of Contra Costa County as a whole.
- Local Shopping: The variety of commercial products and services offered in the area need to be widened to increase local retail sales per household.
- Neighborhood Self-Sufficiency: The opportunity to play, relax and study close to home should be broadened while protecting and enhancing residential living qualities.

FIGURE II.1

EXAMPLES OF BALANCED COMMUNITY MEASURES

Land Use Plan at Buildout

Ratios



SOURCE: WPM PLANNING TEAM

- Community Identity: The retention of sharp urban edges and adjacent farmland, separation from adjacent communities, provision of greenways and parkways planted with stately trees, and historical preservation of appropriate older structures is needed to provide for community identity.
- Housing Choice: The choice among housing types needs to be broadened by gradually increasing the proportion of higher density housing so that overall gross density increases from 5.0 to 6.0, while protecting existing single family neighborhoods.
- Community Center: The Downtown needs to be maintained and enhanced as the major commercial, cultural and governmental activity center and the heart of the community.
- Cultural Diversity: The diversity of local cultural resources needs to be broadened as the community grows.
- Fiscal Stability: New development needs to pay its own way and City revenue sources need to be broadened to have enough money to solve problems and to increase local fiscal control and self-sufficiency.
- Control Over Land Use: The City needs to improve its control over land use by taking steps to confirm and consolidate its ultimate sphere of influence and to annex and control the area around the City which is subject to future urban development pressures.
- Public/Private Cooperation: The City needs to make desired economic development happen by solving development obstacles and by entering into appropriate joint ventures with the private sector.
- Monitoring For Balance: With the various balancing measures in hand, the community needs to monitor itself for progress towards its goals. With that in mind, the General Plan has developed a monitoring program to periodically evaluate the effectiveness of the community's planning program and major development proposals in moving the community toward improved balance.

OTHER MAJOR POLICIES

The following major policies summarize other ways to help support dynamic balance:

- Plan for the Ultimate Community Size: An ultimate community size of approximately 15,000 housing units should be ultimately anticipated, planned and provided for within the Brentwood Planning Area.
- Establish Ultimate Urban and City Boundaries: Brentwood shall remain physically identifiable from surrounding communities by establishing appropriate ultimate urban and City boundaries.
- Stimulate Overall Economic Development: The City shall develop a comprehensive economic development strategy by which to speed up economic and employment growth.
- Maintain Downtown as the Community Center: The City will promote an attractive, economically healthy Downtown which will serve as the main community center as the Brentwood community grows.
- Conserve Agricultural Lands: Brentwood shall protect its prime agricultural lands for farming.
- Maintain and Improve Residential Living: Brentwood's residential living qualities shall be maintained and improved with policies and programs to preserve neighborhood identity and character, improve housing opportunities, residential amenities and neighborhood participation.
- Provide for Parks and Recreation Facilities: Park and recreation facilities shall be conveniently located and properly designed to serve the needs of all residents of the community.
- Provide for a Diversified Circulation System: Improve the community-wide roadway system while also providing for other transportation options including public transit and non-vehicular sources.
- Reduce Peak Hour Traffic Congestion: Reduce peak hour traffic congestion resulting from commuting by promoting the development of the Highway 4 Extension and employment opportunities within the Brentwood area.

- Serve the Transit-Dependent Population: Improve public transit and increase transit ridership.
- Provide for Orderly Growth with Adequate, Cost-Efficient Public Improvements: New growth and development with adequate public facilities and services to serve it should be located in a manner to contribute to the orderly, cost-efficient expansion of the community.
- Planning Period: The 1983 City of Brentwood General Plan does not have a plan buildout date but is intended to reflect the desired ultimate community.

Chapter III

PLAN ELEMENTS



GENERAL PLAN ELEMENTS

ORGANIZATION OF THE CHAPTER

This chapter sets forth a comprehensive system of longer range goals and objectives, (called policies) and shorter range implementation measures (called actions) of the General Plan. Such policies and actions are grouped into logical categories called Plan Elements. Each Plan Element represents a strategy to shape growth and change in desired directions.

The individual nine elements required by State planning law as well as several optional elements have been consolidated into six basic Plan Elements as follows:

	<u>Adopted</u>
Element A: Comprehensive Land Use Plan	1983
Element B: Circulation Plan	1983
Element C: Master Facilities Plan	1983
Element D: Housing Plan	1983
Element E: Natural Resources Plan	Part of 1978 General Plan
Element F: Hazards and Safety Plan	" " "

Each of the above Plan Elements contain one or more sub-elements designed to accomplish part of the overall strategy of the Plan Element.

ELEMENT A: COMPREHENSIVE LAND USE

INTRODUCTION

The Land Use Element of the General Plan formulates an overall land use strategy derived from six individual subelements:

- Subelement A-1: Land Use Plan Categories
- Subelement A-2: Community Growth and Development
- Subelement A-3: Economic and Employment Development
- Subelement A-4: Residential and Neighborhood Development
- Subelement A-5: Agricultural Conservation
- Subelement A-6: Parks and Recreation

Supplementary information on the Land Use Element, including quantitative information, is presented in Part 2 - Supplement to the Land Use Element, Section 1, Subsection B.

The intent of the Land Use Element is to prescribe the future distribution, location and extent of uses of land, both public and private, within the Brentwood Planning Area and to specify to the extent practical the allowable uses and development standards for each category of land use. This takes into account the present use of land; Brentwood's need to accommodate projected population and economic activity and its share of regional housing needs; its ability to provide transportation, utilities and other supporting facilities; the preservation of important and unique natural and man-made resources; significant natural and man-made hazards; the ability of the natural environment to sustain these uses, and the extent to which the development of such a land use pattern will be able to provide the financial resources to the City and other local agencies to maintain an adequate level of local services.

These different factors are molded by various policies and the Land Use Plan map (see Figure III.A.1 on page III-12) into

harmonious and compatible land use types and patterns that together represent the proposed physical and functional organization of the future urban community.

SUBELEMENT A-1: LAND USE PLAN CATEGORIES

This subelement defines the land use categories of Figure III.A.1 - Land Use Plan map (such map is located on page III -12 of the Land Use Element). The Land Use Plan map represents the graphic guide for the physical development of the community. The generalized land use patterns and areas outlined on the map are meant to provide the basis for the more specific zoning districts, requirements and standards of the zoning ordinance.

The following important points should be kept in mind when referring to the Land Use Plan map:

- The boundaries of areas designated for a land use or its density should not be considered inflexible or final. The line which defines the land use may be adjusted if a logical community benefit will result and can be demonstrated.
- The Land Use Plan map indicates the primary use of land recommended in that general area and does not preclude minor deviations from the designated pattern. However, the intent of the predominant land use designation should be maintained.
- The map is generalized and may not show every structure or land use that may already exist in an area designated for another use. The map should not be interpreted as recommending their removal.

The legend of the Land Use Plan map shows five major categories and eighteen subcategories of land use. These are explained as follows:

RESIDENTIAL

Five residential land uses are shown on the Land Use Plan map. Each successive residential land use category reflects a higher density residential pattern than the preceding residential category although lower densities can be accommodated. These five categories are defined as follows:

1. Ranchette - Estate (0-1.0 units per gross acre)*

These semi-rural residential areas are located on the Land Use Plan map to provide buffers between higher density urban residential development and productive agricultural uses or adjacent urban communities.

Ranchette - estate development is intended to form long-term rural-like residential neighborhoods where residents want the proximity and amenities of nearby urban life while gaining some of the benefits of a more rural environment.

The agricultural use of the land should be retained to the greatest extent possible although the smaller parcel sizes generally preclude commercial agriculture (with the exception of very intensively farmed lands for row crops, trees and nurseries).

2. Urban Low - Low Density (1.1 - 3.0 units per gross acre)*

The Urban Low - Low Density residential category provides for large single-family residential parcels in an identifiable, suburban residential neighborhood. Such neighborhoods should be considered part of the Brentwood urban area and provided with urban public facilities and services. Parcel sizes shall be one third acre minimum to one acre maximum, generally averaging one half acre for the entire neighborhood as a whole.

3. Urban Low Density (1.1 - 6.0 units per gross acre)*

This category is designed predominantly for single family detached houses, although occasional higher density single family patio houses, row houses, or even apartments could be accommodated if offset with sufficient open space to maintain the gross density within the indicated range or if specific criteria can be met.

* Dwelling units/gross acre is determined by including the net acreage devoted exclusively for residential purposes along with streets and neighborhood public uses such as schools and parks. It is assumed for gross density calculation that streets and public uses will occupy the following space by land use category: RE-15%; ULLD and ULD-20%; UMD and UHD-23%.

4. Urban Moderate Density (6.1 - 12.0 units per gross acre)

This is intended as a moderate density multifamily category, primarily for duplexes and townhouses although single family development could be included.

5. Urban High Density (12.1 - 20.0 units per gross acre)

This is a multi-residential category predominantly for apartments and condominiums in structures of two or three stories with off-street parking and other requirements for higher density living.

COMMERCIAL

The Land Use Plan map provides commercial land use categories for community type business centers, neighborhood convenience centers, thoroughfare commercial and combined commercial-residential areas defined as follows:

1. General Commercial

The designation of general commercial areas recognizes that Downtown and the new Highway Shopping Center (1983) should continue as the two major centers of retail trade and services for the Brentwood Planning Area, as well as other nearby areas.

The general commercial land use category includes retail stores and service uses to serve the general needs of the community.

In addition to the many existing retail businesses and offices, general commercial land use in the Downtown can accommodate other businesses and services in modest structures up to three stories although no new large "national brand" stores are expected.

Up to 100% building coverage may be permitted if on-site parking is not required. Traffic generation in the Downtown generally ranges from 400 to 800 trips per acre, although a few uses may be higher.

The new shopping center will be preplanned to feature an organized complex of large "national brand" stores and smaller shops and services, off street parking, and customer amenities all under unified

management. This shopping center is expected to exhibit very high quality in building and landscape design. Traffic generation is expected in the range of 300 - 1000 trips per acre.

2. Thoroughfare Commercial

This category recognizes concentrations of free standing mixed commercial uses such as stores, fast serve eating places, auto repair, and service type businesses that are related to highways and major thoroughfares. Such uses do not lend themselves to be located in general commercial or neighborhood convenience centers, but are encouraged in orderly clusters in suitable locations adjacent to the highway and major thoroughfares. Special consideration needs to be given to on and off site traffic and circulation impact on adjacent land uses.

Such thoroughfare commercial districts should not be allowed to extend indiscriminately from their designated limits on the Land Use Plan map. Individual businesses can expand, or bypassed vacant parcels can fill in with compatible commercial uses to enhance or consolidate these commercial districts. The appearance of these areas needs to be improved through provision of curbs, gutters, sidewalks, effective landscaping, and improved design of signs.

3. Neighborhood Convenience Centers

The neighborhood convenience center is typically a 5 to 10 acre shopping center with a supermarket as the prime tenant. Although primarily intended to serve the day to day needs of the surrounding neighbors within a one-mile radius, the larger supermarket will frequently compete throughout the community for customers, and consequently may draw from a larger area.

Traffic generation is at the upper end of the 300 - 1000 trips per acre per day. Building and landscape design standards should be very high, and relations to adjacent uses carefully considered.

4. Commercial/Residential

This category is a mixed use area with commercial as the primary use and residential a permitted, optional secondary use. This mix of uses may be separate buildings on one site or separate areas in a building

(such as appropriate ground floor shops and offices with apartments above). Densities may be within any of the residential density ranges of the Land Use Plan map. Buildings are one to three stories with 40% building coverage per net site acre.

OFFICE

The category "office" is used in this General Plan in its broadest context: that is, an office use is a place which is utilized for the conduct of business or of a profession, as distinguished from residential, commercial or industrial uses.

An office building can be either a single-tenant structure or contain a variety of tenants.

An office park is a development on a tract of land that contains a number of separate office buildings, supporting uses and open space, designed, planned constructed and managed on an integrated and coordinated basis. The mixed use office categories would allow offices as the primary use and mutually compatible business or residential, within the framework of an overall master plan. Such mixed use developments would be planned for functional and physical integration of project components including uninterrupted pedestrian connections; all in conformance with a plan which stipulates the type and scale of uses, permitted densities and other items.

Appropriate nonoffice uses within office complexes can include convenience retail; professional and business services; food service; transient lodging; and conference/meeting facilities.

The provision of amenities such as recreational facilities, outside eating places, and picnic areas, fitness centers, art collections, landscaped gardens, fountains, major sculptures, and specimen trees are increasingly common and desirable in office developments.

1. Professional/Administrative

This category is predominantly for tenants with a professional, institutional, general commercial or medical-dental orientation. The category is not meant for office space which is only part of a major industrial operation.

2. Office/Business

This mix would permit a limited amount of retail or personal services uses not normally allowed in professional/administrative office zones. The purposes are to allow ground floor commercial with upper floor offices in the Downtown or to allow small scale commercial to serve workers in major office complexes.

3. Office/Residential

This mix of uses may be separate buildings on one site or separate areas in a building (such as ground floor professional/administrative offices with apartments above). Densities may be within any of the residential density ranges of the Land Use Plan map.

INDUSTRIAL

Rapid changes are taking place in industrial development practice as the U. S. economy moves into the post-industrial era. Traditional, specialized manufacturing areas are giving way to mixes of land use such as commercial, office, manufacturing, warehouse facilities, and even residential on the same site. The following industrial land use categories anticipate these trends by providing multiple use flexibility to accommodate compatible mixtures of uses within a planned environment.

1. Industrial/Commercial

This mixed use category provides for a wide range of light industrial uses as the predominant use and business services and office uses as the optional secondary use in already established industrial and service commercial areas or on undeveloped parcels close to the Downtown. Such uses are subject to development and performance standards to prevent deliterious uses and ensure compatibility with the surrounding community.

Mixed use developments on the same site will require a comprehensive multiple use plan and protective covenants. Potential incompatibilities must be carefully studied case by case. Buildings may be up to three stories with 40% building coverage.

2. Planned Employment Center

The intent and purpose of this mixed use category is to provide for integrated subclusters of industrial parks, business and research parks, large individual corporate establishments, professional and administrative office complexes and selected commercial activities as the predominant function* in conjunction with higher density residential uses to support the housing needs of the employees and businesses in the Planned Employment Center. Such mixed uses are developed under a master plan and a special use permit process to find that the use is in every way compatible with the general area and consistent with the General Plan.

Appropriate public and semipublic uses to serve employees and residents include fire stations, fire training facilities, police stations, hospitals, health clinics and state employment agencies.

Meeting the social and psychological needs of employees will require special consideration to provide for personal as well as job satisfaction. Developments within the Planned Employment Center will need to provide an environment for employees which provides access to convenient commercial, recreation and health services.

Examples of appropriate commercial facilities include restaurants, overnight accommodations, fast food services, mini-markets, banks, service stations, auto repair facilities, barber and beauty shops, dry cleaners, commercial recreation facilities, medical and dental offices and health clubs. Tourist attractions such as wineries, farmers markets, theme parks and other leisure time recreational complexes open to the general public can be considered.

Recreational facilities can include golf courses, tennis courts, health clubs, club houses, basketball courts, running trails, playfields and exercise areas.

Covenants, conditions and restrictions will be needed to specify limitations on site coverage, delineate landscaping requirements, list permissible uses, and outline performance standards and similar devices intended to ensure maintenance of high environmental standards.

* Predominant function is defined as fifty-one percent (51%) or more of the total land area of the parcel devoted to employment generating uses.

OTHER

The categories in this group serve various policies of the General Plan as follows:

1. Agricultural Conservation

This land use category encompasses lands with continuing commercial agricultural potential. The intent and purpose of the category is to retain primary agricultural use to the greatest extent possible by focusing public and private efforts to protect such land from the impacts and pressures of the nearby urban area as well as to enhance the income potential from agricultural use. Proposed changes of use subject to City approval, which will result in a significant loss of primary agricultural use, will require a City finding of overriding consideration prior to approval.

2. Parkway/Greenway Opportunity

This category shows opportunities for a parkway/greenway system to eventually form a network of linear parkways and greenways throughout the community. As the community gradually grows, a distinctive Brentwood physical identity should also be created which Brentwood residents can proudly say is their own. The most likely possibilities are plantings of large trees and significant landscaping along principal streets, thoroughfares, canals and drainage channels.

Landowners, developers, and civic groups should help to implement this concept on a case-by-case basis with possible assistance from the City.

3. Park/Recreation

Existing and needed park and recreation facilities of varying size, function, and location to serve the entire community are reflected by this category. Standards for park sites are contained in the Park and Recreation Subelement.

4. School

Locations of existing or needed schools are depicted.

5. Public/Semipublic Facilities

Various public or semipublic facilities which serve the community, such as the civic center, corporation yard, etc. are covered by this category.

SPECIFIC PLAN/JOINT PLANNING PROGRAM AREAS

Areas have been delineated on Figure III.A.1 - Land Use Plan map which should be the subject of specific plans to address development possibilities in more detail than is possible in the General Plan.

Specific plans offer the opportunity to coordinate development planning among several landowners and to achieve agreement on cost sharing for needed public improvements identified in the specific plan. In addition, specific plans offer the major advantage of rezoning multiple parcels at one time, rather than individually.

The requirements and the process for initiating, preparing and reviewing specific plans are presented in Part 2, Section 1, Subsection C - Guidelines for Preparing Specific Plans.

Figure III.A.1 - Land Use Plan map also recommends an orderly sequence in the preparation of the various specific plans. However, the sequence for later specific plans may be advanced if conditions change, such as demonstrated agreement of landowners to proceed with a specific plan in their area and a willingness and ability on the part of the City to change priorities and phasing in the provision of public facilities and services for that area.

A Joint Planning Program area is depicted for the corridor along the proposed Highway 4 Extension, shown as Area A. Agricultural conservation uses designated in this area are considered interim, pending preparation of specific plans.

SUBELEMENT A-2: COMMUNITY GROWTH AND DEVELOPMENT

This subelement of the Land Use Element establishes overall parameters for community growth and development. Such policies and actions provide guidance in dealing with the following issues:

- Forming a "Balanced Community".
- Establishing long range growth targets to determine public facilities and services needs.
- Anticipating direction of growth and overall community form.
- Delineating community boundaries.

LAND USE PLAN MAP*

LEGEND

RESIDENTIAL

RE	RANCHETTE-ESTATE	MAXIMUM 1 DU/GROSS ACRE
ULLD	URBAN LOW-LOW	UP TO 3 DU/GROSS ACRE
ULD	URBAN LOW	UP TO 6 DU/GROSS ACRE
UMD	URBAN MODERATE	UP TO 12 DU/GROSS ACRE
UHD	URBAN HIGH	UP TO 20 DU/GROSS ACRE

OFFICE

OP	PROFESSIONAL/ADMINISTRATIVE
OB	OFFICE/BUSINESS
OR	OFFICE/RESIDENTIAL

SPECIFIC PLANS

A	JOINT PLANNING PROGRAM AREA
1	SEQUENCE OF PREPARATION

COMMERCIAL

GC	GENERAL COMMERCIAL
TC	THOROUGHFARE COMMERCIAL
NC	NEIGHBORHOOD COMMERCIAL
CR	COMMERCIAL/RESIDENTIAL

INDUSTRIAL

IC	INDUSTRIAL/COMMERCIAL
PEC	PLANNED EMPLOYMENT CENTER

OTHER

AC	AGRICULTURAL CONSERVATION
	OPEN SPACE/GREENWAY OPPORTUNITY
PR	PARK/RECREATION
S	SCHOOL
PF/SF	PUBLIC/SEMPUBLIC FACILITY

CIRCULAR SYMBOL INDICATES GENERAL LOCATION ONLY

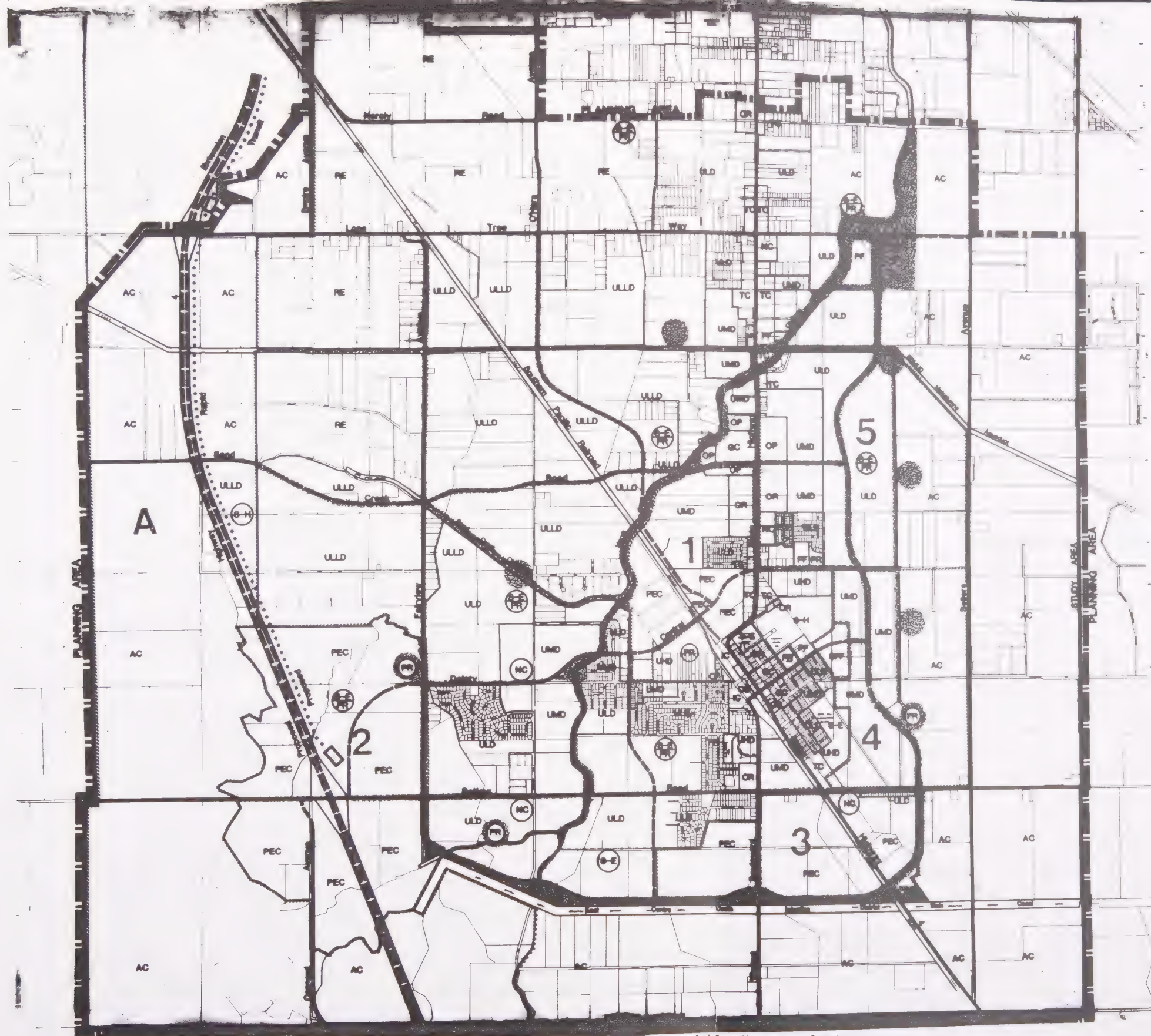
CIRCULATION

—	LIMITED ACCESS EXPRESSWAY
—	THOROUGHFARE
—	PARKWAY COLLECTOR
□	RAPID TRANSIT
...	REGIONAL TRAIL

* LAND USES REFLECT ULTIMATE BUILDOUT AT NO SPECIFIC DATE

Revised March 1988

PLANNING AREA



STUDY AREA / PLANNING AREA

POLICIES: BALANCED COMMUNITY

1. Growth and development within the Brentwood Planning Area should move the community toward a balanced community, rather than a bedroom community.
2. Major overall planning targets are:
 - Faster growth in jobs than housing units.
 - Addition of more employment land use acres per 100 housing units.
 - Increase local retail purchases per housing unit.
 - Additions of more commercial acres per 100 housing units.

Quantitative planning targets for monitoring and evaluating projected changes at the community-wide and neighborhood levels are indicated in Part 2 - Supplements to the General Plan, Section 2, Subsection B.

ACTION: BALANCED COMMUNITY

1. An annual review of growth will be prepared for the City Council to indicate the effectiveness of the City's policies and programs in achieving balanced community development.
2. The following action alternatives (and others) may be considered by the City, if housing outpaces jobs, to help achieve balanced community development:
 - Impact fee on residential developers to help mitigate jobs/housing imbalance.
 - Denials of premature residential development.
 - Threshold levels. As an example, if 1,000 housing units are permitted, a threshold level(s) would be established (e.g. 200-300 units). Beyond this threshold, the developer would be required to attract employment equivalent to at least 30% of the new housing units. Using this threshold level for 1,000 units, he would need to show that he has generated 300 new jobs, either on the site or in the community.
 - Phased land release. As an example, for 1 acre of employment generating use brought on line, 2 acres of residential land could be released.

POLICIES: OVERALL COMMUNITY SIZE

1. Within the planning boundaries established herein, the community should plan for an ultimate residential holding capacity of approximately 15,000 housing units in order to:
 - Establish the extent of local economic growth needed to balance jobs with housing.
 - Establish ultimate expansion levels for urban utilities and municipal services e.g. sewer, water, drainage, police and fire protection, schools, parks, civic center, corporation yard, etc.
2. It is the City's goal to gradually increase its overall average gross residential density for urban residential development from 5.1 in 1982 to 6.0 in order to move toward the ultimate residential holding capacity target within the planning boundaries and achieve increased efficiency of public utilities.

ACTION: OVERALL COMMUNITY SIZE

1. Aggregate development proposals to neighborhood and community-wide levels in order to monitor movement toward overall density and holding capacity targets.

POLICIES: DIRECTION AND PHASING OF GROWTH

1. Emphasize urban residential growth in a northerly and westerly direction from the Downtown with defined higher densities around the Downtown to help support Downtown activities, provide housing near employment and balance overall community form.
2. One large employment center should be provided for along the proposed Highway 4 Extension to the west of Downtown and additional employment centers in strategic locations next to the railroad and major roadways in proximity to Downtown.
3. Outward expansion of development from the Downtown and existing neighborhoods should be gradual. Timing of development must recognize the pattern of existing public utilities and municipal services as well as constraints in public financing.

ACTION: DIRECTION AND PHASING OF GROWTH

1. Prepare specific plans to phase and direct growth (see Figure III.A.1 - Land Use Plan map and Guidelines for Specific Plan Preparation - Part 2 - Supplements to the General Plan Section 1, Subsection C).

POLICIES: ULTIMATE URBAN AND CITY BOUNDARIES

1. It is the goal of Brentwood to establish boundaries and to regulate overall community development so that Brentwood shall remain physically identifiable from surrounding communities.

ACTIONS: ULTIMATE URBAN AND CITY BOUNDARIES

1. To implement this policy, the following three boundaries will be established:
 - The Planning Area hereby established as shown on Figure III.A.1 - Land Use Plan map.
 - The ultimate urban facilities and services area boundary - coincident with the Planning Area boundary.
 - The Sphere of Influence boundary - coincident with the above two boundaries.
2. The East Contra Costa Irrigation Canal shall define the ultimate southern urban edge.
3. On the eastside, the urban edge shall be defined west of Sellers Avenue.
4. The western community edge shall be defined by mutual agreement between the County, Antioch, and Brentwood through joint planning of the corridor along the proposed Highway 4 Extension.
5. To the north, (except along the existing Highway 4 corridor), ranchette-estate density residential development shall separate Antioch and Oakley from Brentwood. Other separators shall include trails, pathways and street tree planting along thoroughfares.

SUBELEMENT A-3: ECONOMIC AND EMPLOYMENT DEVELOPMENT

The primary goal for Brentwood for the foreseeable future is to improve economic productivity within the Planning Area and the East County. Without sufficient economic growth, Brentwood cannot move toward a balanced community nor meet the utilities and services financial demands which accompany primarily residential development.

This subelement initiates the formulation of an overall economic development strategy by which to improve Brentwood's economic future. This subelement is organized into policies and actions as follows:

- Overall Economic Development
- Industrial Development
- Commercial Development

POLICIES: OVERALL ECONOMIC DEVELOPMENT

1. In cooperation with other jurisdictions in the East County and the private sector, the City will prepare a comprehensive economic development strategy to stimulate and focus an assertive community-wide effort. The following topics should be considered.
 - Affirmation of the concept of a planned East County Economic Development Corridor see Figure III.A.2).
 - A major step in achieving affirmation would be to receive the support of the State of California Legislature for a planned East County Economic Development Corridor within which private interests and public participation entities would work together to promote economic development. Figure III.A.2 - Regional Relationships on the next page identifies the approximate boundaries of such corridor.
 - Update of the East County General Plan and the general plans for Brentwood, Antioch, Oakley, Pittsburgh and nearby County areas to reflect this concept and to coordinate strategy.

FIGURE III.A.2
REGIONAL
RELATIONSHIPS



LEGEND

- URBANIZED AREAS
- EMPLOYMENT CENTERS
- DOTTED WHITE LINES
- FREEWAYS
- HIGHWAYS & MAJOR ARTERIALS
- BAY AREA RAPID TRANSIT

SOURCES:
PLANNING RECOMMENDATIONS BY WPM
DEVELOPMENT INFORMATION BY JAMES R. STEDMAN & ASSOCIATES
AIR PHOTO BY PACIFIC AERIAL SURVEYS

- Necessary steps to reserve the proposed Highway 4 Extension right-of-way.
- Preparation of a specific plan(s) for the Highway 4 Extension corridor by Brentwood, Antioch and the County as the blueprint for a Planned Employment Center. Such Specific Plan(s) could serve as a key element of the economic development and financing strategy to carry out this major project (see Area A - Figure III.A.1).

2. Other elements of the strategy could include:

- Planning for the necessary educational investment and curriculum by local schools to match technological needs in the area.
- Identification of appropriate joint ventures with the private sector that the City could enter into.
- Identification of growth industries the City could target for future contacts.

ACTIONS: OVERALL ECONOMIC DEVELOPMENT

1. Set up community task forces to assist in formulating the economic development strategy and to develop expertise in each strategy area.
2. Retain at least a part-time economic development manager to assist the task forces and to initiate growth industry contacts.
3. Consider the formation of a Local Development Corporation (LDC) at the appropriate time to help implement the economic development strategy, seek federal/state financial assistance for the variety of public improvements needed, and enlarge the pool of risk capital. Other functions of an LDC can include loan guarantees, interest subsidies, equity investments, land assembly, loan and management assistance, linkage with private lenders, market studies and local promotion.
4. Conclude a Joint Powers Agreement with the City of Antioch and the County as a tool to develop cooperative sharing of public improvements and tax revenues in the development of a Planned Employment Center along the Highway 4 Extension corridor.

POLICIES: INDUSTRIAL DEVELOPMENT

1. As part of an economic development strategy and balanced community goal, Brentwood will promote and otherwise work toward the development of three major Planned Employment Centers within City boundaries -- one south of Downtown, another west of the Fairview-Balfour intersection, and the third just north of Downtown.
2. Consistent with market demand, the planned center south of Downtown along Walnut Boulevard should be developed in the near term with the following objectives:
 - Smaller industrial/office parks on sites of 10-50 acres each;
 - One-half to 5 acre parcels;
 - Emphasis on administrative and professional offices, light manufacturing and warehouse-distribution; and
 - Restrictive performance standards.
3. A larger Planned Employment Center along Balfour Avenue west of Fairview Avenue is a longer range candidate for development requiring access to markets to be provided by the proposed Highway 4 Extension before reaching full potential. Objectives for this planned center include:
 - Preparation of a specific plan for the full center to provide for incremental development and compatible interim and long range uses;
 - Parcels up to 50 acres or more;
 - Some large office buildings;
 - High performance standards to protect sites from surrounding uses; and
 - A campus-like atmosphere.
4. The proposed Planned Employment Center complex just north of Downtown is the highest priority candidate for near-term development. Objectives to be emphasized include:

- Development as a planned center.
- Provisions for smaller, locally-oriented establishments.
- Performance standards to ensure compatibility with nearby residential areas.

This complex may be appropriate for joint ventures between the City and the developer to accelerate the economic development process.

ACTIONS: INDUSTRIAL DEVELOPMENT

1. Conduct design review of all industrial development projects to encourage the highest possible architecture and landscaping design standards.
2. Prepare a target industry plan for the type of industries that may be best suited for the area's access to market, labor availability, wage and land costs, and other locational factors.
3. Develop a marketing approach for the selected target industries and a brochure describing attributes of the area.

POLICIES: COMMERCIAL DEVELOPMENT

1. The continuing planning and development of Brentwood should emphasize Downtown as the community's center. Specialty shopping, the highest residential densities, expansion of the civic and cultural center, other semipublic facilities such as a senior citizens center and entertainment should be focused here to help maintain the commercial core.
2. Uses within or adjacent to the community level shopping center designated on the west side of existing Highway 4 north of Downtown should be limited to those retail shopping and entertainment services which could not locate Downtown due to inadequate parcel size or other factors.
3. New local convenience shopping centers should be located at the intersections of major streets or highways, where appropriate.

4. Further extensions of existing thoroughfare (strip) commercial development and general commercial uses along major streets or highways should be discouraged.

ACTIONS: COMMERCIAL DEVELOPMENT

1. Add or amend pertinent zoning districts and the zoning map to include the categories of commercial land use designated on the Land Use Plan map, e.g., general commercial, thoroughfare commercial, neighborhood local convenience commercial and commercial/residential.
2. Review new shopping center proposals according to the following criteria:
 - Need for proposed new shopping centers shall be demonstrated by professional market studies.
 - Financial capability to carry out proposed shopping center development plans shall be demonstrated including evidence of a commitment by major tenants.
 - New shopping center plans shall provide for high quality site design, architectural design, and adequate landscaping.
 - Architectural design shall display a sensitivity to Brentwood's design character and complement the surrounding neighborhood.
 - Proposals for new shopping centers shall be evaluated for potential impacts on the neighborhood and community.
3. Limit any new shopping center development which would overwhelm any retail function now provided by the Downtown or proposed new community shopping center.

SUBELEMENT A-4: RESIDENTIAL AND NEIGHBORHOOD DEVELOPMENT

This subelement presents the overall, long range strategy to help maintain and improve residential living. Element D: Housing contained later in this chapter deals with a shorter range housing strategy.

With the following residential and neighborhood policies, proposed projects have the potential of becoming part of identifiable, livable neighborhoods.

POLICIES: NEIGHBORHOOD ORGANIZATION

1. Size: A neighborhood should normally accommodate from 1,000 to 3,000 residents.
2. Area: The area of the neighborhood should be adequate to provide for the required housing at planned densities, plus land for school, neighborhood shopping and service facilities, and open space. Normally a neighborhood should comprise from 200 to 400 acres.
3. Boundaries: Neighborhood boundaries may be formed by topographic features such as a drainageway or canal, major trafficways, or planned sections of the open space network. Boundaries shall be laid-out so as to encompass a reasonably compact area capable of accommodating the necessary neighborhood components in efficient, harmonious relationship to each other.
4. Neighborhood Structure: Each neighborhood should be composed of subunits of 200 to 300 dwellings, characterized by integrated planning, a reasonable variety of dwelling units, and set off from one another by landscaping and trees. Through the principle of cluster planning, the net density of the housing subunits can be somewhat increased with the balance of the land area going into open space.
5. Neighborhood Circulation: Neighborhoods should be bounded and not penetrated by major traffic routes. Street systems within neighborhoods shall be designed to provide convenient, safe vehicular access to dwellings while at the same time minimizing auto travel in the neighborhood. Pedestrian and bicycle path systems should link all parts of the neighborhood and

provide safe and pleasant access from dwellings to neighborhood schools, parks, shopping and services. As a general rule, no person should have to walk more than three-fourths of a mile to reach the school, park, or neighborhood shopping center.

6. Neighborhood Services: Each neighborhood shall provide a neighborhood elementary school, park, and playground. Park, playground and school may be integrated into a combined unit, or may be provided separately, depending on neighborhood needs and design. Smaller open spaces including tot lots shall be provided in at least some of the housing subunits with particular attention to the needs of medium and high density areas. Shopping facilities shall be provided in a location proximate to each neighborhood or a shopping center for two or more neighborhoods may be provided at a convenient central location at the intersection of the neighborhood borders. Provision of land for churches and other social organizations shall be made in accordance with overall needs. Although there is not expected to be a church in every neighborhood, whenever a church or other social organization facility is included in a neighborhood, it shall be located in such a way as to minimize disturbance from out-of-neighborhood traffic and shall occupy a site sufficiently large to provide off-street parking for the facility, and buffering from adjacent residences.
7. Housing: Each neighborhood should include a variety of housing types consistent with the basic harmony of subarea design. Attention shall be given to the integration of subarea design themes to the end that each total neighborhood shall provide a wide choice of dwelling types, sizes, and costs. Provision of moderate income housing (consistent with the Brentwood Housing Element) shall be a requirement of each neighborhood.

Building and density standards may be selectively modified to increase the feasibility of moderate cost house production. Innovative approaches including self-help projects shall be encouraged. All State and federal programs offering housing aid shall be fully and creatively used.

8. Neighborhood Participation: In each City neighborhood, as defined by the above criteria, promote and provide appropriate support for the establishment and conduct of a non-profit, non-partisan organization to represent and promote the interests of the neighborhood.

ACTION: NEIGHBORHOOD ORGANIZATION

1. Prepare for City Council consideration a proposal for the organization, bylaws and program for the formation and conduct of non-profit, non-partisan neighborhood organizations to facilitate the participation of eligible residents or property owners of the neighborhood in the betterment of the neighborhood and the City.

POLICIES: RESIDENTIAL DEVELOPMENT

1. Density of residential development shall recognize natural environmental constraints, hazards, traffic and access, necessary public utilities and municipal services, and general neighborhood design.
2. The total residential holding capacity within the planning area shall be calculated using the following mid-range density:

<u>Residential Land Use</u>	<u>Gross Acres</u>	<u>Density Range/ Gross Acre</u>			<u>Potential Housing Units @ Mid Range</u>
		<u>Lower End</u>	<u>Mid Range</u>	<u>Upper End</u>	
Ranchette-Estate	1,637	0	0.5	1.0	818
Urban Low-Low Density	1,142	1.1	2.0	3.0	2,284
Urban Low Density	1,478	1.1	3.5	6.0	5,173
Urban Medium Density	669	6.1	9.0	12.0	6,021
Urban High Density	107	12.1	16.0	20.0	1,712
Mixed Use	<u>63</u>	Varies	10.0	Varies	<u>630</u>
Total	5,096				16,638

3. As a starting point, development proposals will be reviewed for appropriate density recognizing Policies 1 and 2 above. Determination of approvable density for a project will use the lower portion of the range up to the mid range density of Policy 2. Densities above that starting point may be approved based on how well the project conforms to the policies and standards of the City. The upper end is a maximum not to be exceeded.

ACTION: RESIDENTIAL DEVELOPMENT

1. Revise the existing zoning ordinance to create zoning districts and development standards which define the residential categories of the Land Use Plan.

SUBELEMENT A-5: AGRICULTURAL CONSERVATION

Through the years since the first Brentwood General Plan in 1962 to its fifth major update and refinement in 1982-83, a consistent goal of the community has been to protect its prime agricultural lands. The General Plan Public Workshop in August, 1982 reaffirmed this goal. However, implementation of this goal has not been entirely successful. As can be seen on Figure III.A.3 - Soils on the next page, City boundaries have been extended to the north and west of the Downtown over the years and prime soils have been subdivided. Furthermore, during this same period, larger parcels on prime soils in all unincorporated parts of the Planning Area outside the City have been further parcelized and sold off. These smaller holdings are generally uneconomical for most contemporary commercial farming. On the other hand, Brentwood among all the 93 cities in the nine-county San Francisco Bay Region is virtually alone in terms of the extent of prime soils still remaining at its borders, as of 1982-83.

There is no question that development will push outward from the Pittsburg-Antioch urban corridor over the next 10-20 years, and development market forces will seek the release of increasing amounts of prime agricultural land in the immediate Brentwood area for urbanization. Two interrelated sets of factors can help prevail against these market pressures:

- Creation of market advantages such as unique or specialty crops, diversified cropping patterns, market timing, enhanced marketing of Brentwood area produce, and sophisticated farming technology which raises yields, lowers costs, and sustains productivity.
- Local governmental policies to eliminate or ease urban/rural land use conflicts and otherwise control agricultural land conversion.

The result of the first set of factors is to increase the rate of return on investment and labor so that the economic tradeoffs favor sustaining, regenerative and ecologically sound farming in the Brentwood area. The primary responsibility for this countervailing force against urbanization lies with individual farmers as well as the entire Brentwood farming community.



SOILS

LAND
CAPABILITY

SOIL
TYPE



CLASS I
PRIME SOILS

Bt
Sr



CLASS II
PRIME SOILS

CaA
RbA
Sr
Sc



CLASS III

AbD
DaC
DdC
LdD



CLASS IV

Ade



CLASS VI

AcF
BdE
RdE
KdE



WILLIAMSON ACT LANDS



WILLIAMSON ACT LANDS
EXPIRES 2/27/91

SOURCE: WPM PLANNING TEAM
DATE: JUNE 1982

¹ FOR SOIL DESCRIPTION SEE TABLE 1



The second set of factors are explicit governmental strategies to assure the long term future for agriculture in the Brentwood area. The key factors are protective land use policies of the General Plan, restrictive zoning, and consistent day-to-day decisions to:

- Locate urban development only within Brentwood's incorporated boundaries.
- Deny non-contiguous urban development.
- Restrict extensions of public utilities into prime agricultural lands.
- Maintain economically self-sustaining parcel sizes appropriate to the Brentwood area farming technology.
- Minimize negative impacts on farming operations.

POLICIES: ASSISTANCE TO AGRICULTURE

The August 1982 Public Workshop recommended the following goals to assist in the protection of agriculture in the Brentwood area:

1. Retain and enhance Brentwood's image as an agricultural community.
2. Conserve prime agricultural soils for farming. Focus development on non-prime agricultural soils.
3. Locate agricultural areas to the east and south of Brentwood. Do not locate schools or hospitals adjacent to farmlands.
4. Establish sharp boundaries between urban and farming areas.
5. Establish agricultural zones which allow 10 and 20 acre minimum parcels.
6. Develop programs to protect farmland operations such as tax incentives and a City-sponsored Williamson Act Contract agreement for any farmlands annexed into the City which are to remain as farmland.
7. Require that a "notice of agricultural use" clause be part of any deed for a residence located adjacent to farming areas. Such a clause would state that incoming residents are aware of adjacent agricultural

operations and associated noise, dust, etc. and will not file complaints or otherwise hamper agricultural operations.

ACTIONS: ASSISTANCE TO AGRICULTURE

1. Add agricultural conservation (AC) zoning districts. Provide special findings for a use permit in an AC zone related to compatibility with continued agriculture.
2. Prezone and annex a buffer area to the south and east of Brentwood for conservation of agricultural use.
3. Consider for the buffer area a "density transfer program" whereby developers would acquire development rights from landowners in the buffer area in return for a density bonus in other suitable areas already within or to be annexed within City boundaries.
4. Amend the subdivision ordinance to state clearly that a parcel map, tentative map or final map must be consistent with the General Plan. All proposed subdivisions on land shown on the Land Use Plan in Agricultural Conservation should be reviewed by the Planning Commission for a finding of consistency with the General Plan.
5. Establish criteria to be included in the Initial Study checklist for environmental impact reports to deal more explicitly with the impacts of the project on the continuance of agriculture on the parcel and in the area.
6. All commercial farm unit size parcels designated for Agricultural Conservation and annexed should be placed in agricultural preserves and be eligible for City sponsored Williamson Act contracts. Such Williamson Act contracts should provide detail on land division, compatible uses, and other land use restrictions.
7. Undertake periodic review of the above agricultural conservation policies and actions to assure that they respond to changing conditions.
8. Develop and consider programs that will sustain and encourage farming operations in the Brentwood community. Utilize organizations such as People for Open Space (415) 781-8729; Will Shafroth, American Farmland Trust California, Field Representative (415) 543-2098; Direct Marketing Office of the State of California (800) 952-5272; and Office of Planning and Research, Sacramento, Ron Bass (916) 322-7798 for assistance in developing farmland programs.

SUBELEMENT A-6: PARKS AND RECREATION

The following policies and actions initiate the process of formulating a Parks and Recreation Element of the General Plan. A more specific, comprehensive Recreation Systems Plan and Program for the Brentwood area will be needed in the future as the community grows, leisure interests broaden and leisure time expands. Such future planning will need to consider:

- Alternatives for recreational standards, specialized facility needs and implementation programs to accommodate the particular characteristics of the various segments of the Brentwood population*.
 - Coordination and integration of the City's existing and proposed recreational system with that of East Bay Regional Park District, Contra Costa County, neighboring communities of Antioch and Oakley and the State of California.
 - Involvement of the Brentwood public as well as the Brentwood Recreation and Park District (BRPD) in the planning and management of the community's Recreation System Plan.
1. Within budgetary constraints, the City-BRPD will maximize recreation opportunities and benefits for present and future Brentwood residents.
 2. Accordingly, a comprehensive system of areas and sites for public and private recreation will be planned for and eventually provided throughout the Brentwood community.
 3. The City-BRPD will deliver cost-effective recreational programs which reflect Brentwood's population characteristics and social patterns, recreational interests and needs.

* For example areas with higher concentrations of older citizens have different recreational needs than other neighborhoods oriented to a younger population.

4. Maintain all City-BRPD recreation facilities in a safe and useable condition. Determine and agree on maintenance needs and costs (prior to time of acquisition) dedication of property, or acceptance of the master plan for a recreation facility to be under City-BRPD responsibility.
5. The cost of park and recreation facilities and services arising from growth and development will be increasingly born by developers, new residents, or those who specifically benefit.

ACTIONS: PARKS AND RECREATION

1. Formulate a comprehensive Recreation Systems Plan and Program as part of the Parks and Recreation Element of the General Plan.
2. Develop and maintain a current facilities master plan with proposals for location, size, timing, acquisition, capital improvements and financing of parkland and recreation needs.
3. Coordinate with all relevant agencies and organizations in the development of a comprehensive recreation system.
4. In coordination with other public agencies, establish an interconnected system of trails and pathways throughout the community for walking, running, bicycling and horseback riding, utilizing public rights-of-way to the greatest extent possible.
5. Pursue the creation by the East Bay Regional Park District (EBRPD) of a Diablo-to-Delta regional trail through Brentwood.
6. Encourage EBRPD to develop a linear parkway in conjunction with such regional trail. The City shall assist EBRPD by reserving trailside property along the length of the trail through Brentwood which can be used by EBRPD for purposes of landscaping, sitting and picnicking areas, toilet facilities, exercise areas, points of interest, etc.
7. Encourage the EBRPD to establish a regional park in the vicinity of the John Marsh home to serve regional recreational needs in the Brentwood-Oakley-Discovery Bay-Byron areas of East County.

8. Plan with local school districts, whenever feasible and otherwise jointly participate with them in the construction, maintenance and operation of joint use facilities.
9. Require dedication of land or the payment of fees, or both to provide a ratio of three acres of neighborhood and community park area per 1,000 persons residing within a subdivision or development.
10. Require conditions for project approval which ensure that land designated for linear greenways (to accommodate walking, running and bicycle paths) is reserved.
11. Actively pursue alternatives to City-BRPD acquisition and maintenance of park and recreation areas through such entities as homeowner associations and/or assessment districts, as appropriate.
12. Encourage developers to provide a high standard mini park which is centrally located and within easy access for every 200 to 300 residences. These facilities should be planned for low maintenance, e.g. sand boxes, playground equipment, minimal lawn areas.
13. Plan for park and recreation facilities utilizing Police Department inputs to minimize the incidence of crime and maximize patrolling capability.
14. Location, Sizing and Facilities Standards for Parks:

Neighborhood Parks

- a. Neighborhood parks will be centrally located to serve the neighborhood and/or nearby neighborhoods within a one-half mile radius. The service population for the neighborhood park site should range between 1,000 to 3,000 neighborhood residents.
- b. The neighborhood park should be located and designed to have easy access and short walking distances and be away from thoroughfares or through streets with heavy traffic.
- c. Neighborhood park facilities shall be located adjacent to school playgrounds or playfields whenever possible.
- d. The neighborhood park site shall be a minimum of two acres, but not larger than seven acres.

- e. Such neighborhood parks will be designed to provide a variety of recreational facilities as determined appropriate for the particular characteristics of the neighborhood(s), which it will serve.
- f. Neighborhood park design should include neighborhood participation in deciding the layout of the park and selection of facilities in order to best serve the needs of the neighborhood.

Community Parks

- a. Community parks will be centrally located within the community and designed to serve a population of 6,000 to 12,000 residents within no more than 3 miles of the park site.
- b. A community park should be located adjacent to or near major thoroughfares for easy access.
- c. A community park should range between 10 acres and 25 acres in size.
- d. Types of facilities to be provided are extensive open lawn areas, playing fields, multipurpose paved courts, play equipment, swimming pool, passive areas and picnic facilities for family and group use, pathways and landscape areas, adequate on-site parking and restrooms.

Regional Parks

A regional park of a minimum of 100 acres to serve Brentwood and other East County communities should be located within a 30 minute drive of this service area population. It should feature natural areas, trails, a lake, reservoir or water feature, family and group picnic areas, restrooms, extensive green lawn areas, day camping and on-site parking. Other facilities which may be provided include swimming pool, tennis courts, play equipment, equestrian facilities, community center, outdoor theater, and sports fields.

15. Standards for Other Recreational Facilities:

Playfields

- a. Field areas are needed throughout the community for baseball, soccer, football and other activities to accommodate City-BRPD programs as well as those of other independent or private leagues.

- b. Junior and senior high schools typically provide some of these playfields for their students. Wherever possible, the City-BRPD should plan with the school districts and otherwise expand these facilities for the common use of other groups and the general public.

Bicycle Routes

A plan for a community-wide bicycle route system should be developed and added to the Parks and Recreation Element. Such bicycle route plan should include locations and design standards for bike routes. In the interim, the City-BRPD shall utilize the bike route design standards of the East Bay Regional Park District (Trail Manual, EBRPD, October 5, 1976).

ELEMENT B: CIRCULATION

INTRODUCTION

The provision of good transportation access plays an important role in influencing the location, intensity and timing of land development. The Circulation Element does this by identifying the future distribution, location, level of service and extent of public and private transportation facilities to support the prescribed land uses of the General Plan. Technical data such as trip generation rates and traffic volumes are presented in Part 2 - Supplements to the General Plan, Section 3 (a separate document). The Circulation Plan map is Figure III.B.1 at the back of Element B (see page III-44).

The following policies and actions will guide and implement the improvement of the City's transportation network. Many of the goals and objectives in this element are interrelated with those of the Land Use Element where the future growth pattern of the community is formulated. Other policies relate only to transportation needs in the community, although they may help to achieve other community objectives.

The actions proposed in this element contain specific steps for the City and other agencies to follow in order to attain circulation goals and objectives. These actions take the form of engineering, construction and financing methods to improve the transportation network to meet future community needs.

SUBELEMENT B-1: COMMUNITY-WIDE CIRCULATION

A community's circulation system consists of more than a network of roads, it is an interlocking system of streets, walkways, transit lines, bicycle paths and the many inter-sections that connect them. In order to maximize use of the existing circulation system and properly plan new systems, communities are utilizing Transportation Systems Management (TSM) techniques. These techniques treat all modes of transportation as a whole system and attempt to improve capacities, safety and flow of existing transportation before constructing new infrastructure.

Therefore, policies in this subelement address the larger issues of circulation planning such as balancing land uses to reduce commuting and encouraging funding of a bypass route to reduce through-traffic in Downtown Brentwood. Other subelements address the more specific policies and actions applying to the major modes of transportation; roadways, public transit and non-vehicular transportation.

POLICIES: COMMUNITY-WIDE CIRCULATION SYSTEM

1. Maintain, improve and expand the existing circulation network within the Brentwood Planning Area to adequately serve the future needs of the community.
2. Cooperate with adjacent cities, the County and the State to improve regional circulation through improvements and expansion of the existing circulation system.
3. Provide a circulation system that incorporates a range of transportation options including public transit and non-vehicular modes.
4. Reduce commuting to and from the west by promoting employment opportunities within the Brentwood Planning Area.
5. Reduce through-traffic on Downtown streets by promoting a bypass route(s) in the western section of the Planning Area.
6. Encourage the use of private as well as public funding sources for future circulation improvements.
7. Minimize, to the extent possible, the number of turns on streets designated as truck routes, thereby reducing the probability of accidents.

ACTIONS: COMMUNITY-WIDE CIRCULATION SYSTEM

1. Monitor circulation needs and improvements by using the Traffic Analyzer developed for Brentwood's future growth. (See Part 2, Section 2 of the General Plan for a description of the Traffic Analyzer).
2. Continue discussions with the City of Antioch, Contra Costa County, City-County Engineering Advisory Committee and Caltrans to plan for a mutually beneficial circulation system to serve all transportation needs in the East County area. The proposed Highway 4 Extension should be an early, primary topic.

3. Promote the extension of BART into Brentwood and more frequent AC transit service to Brentwood based on projected needs. Plan for future land development in neighborhood units which locate community uses within walking/bicycling distance to a majority of residences. Encourage pedestrian and bicycle trips by providing functional and attractive sidewalks (with street lighting) and landscaped walkways protected from vehicular traffic.
4. Provide a range of transportation modes (automobile, transit, bicycling and pedestrian) to link future employment centers with residential areas within the Planning Area. These options could be encouraged in negotiations with businesses choosing to locate in Brentwood. These businesses would have an interest in providing transportation options to its employees and could help finance various TSM programs such as carpooling, provision of bicycle lockers, pedestrian walkways, flextime etc. (See San Francisco and Santa Clara County TSM programs).
5. Continue discussions with Antioch, Contra Costa County and Caltrans to develop a mutually acceptable plan line for a highway bypass around Downtown Brentwood and pursue appropriate financing strategies.
6. Investigate the use of development fees, gas taxes, assessment districts and staged improvements to share the financing of circulation improvements among City, County, State, developers and users.

SUBELEMENT B-2: ROADWAY SYSTEM

Existing and planned roadways in the Brentwood Planning Area can be separated into four categories: freeways, thoroughfares, collectors, and residential streets. Roadway designations are dependent upon use, length, volume and width. Official plan lines should be developed to protect all street rights-of-way. For almost all roadways except residential streets, rights-of-way should be wider at intersections than mid-block to provide added room for turn and through lanes. Due to interruption by cross traffic, intersections are always the critical capacity locations and require more lanes than mid-block sections of roads. Narrowing rights-of-way mid-block will provide more potential areas for adjacent uses. Projected traffic volumes and number of lanes for major thoroughfares are shown on Figure III.B.1 - Circulation Plan map (see page III-44).

POLICIES: ROADWAY SYSTEM

1. Size the internal roadway system to accomodate both internal and through traffic (in the event that transit service is not provided).
2. Eliminate existing traffic safety problems, particularly at grade crossings, and prevent future problems by following circulation system design criteria (see Tables 1 and 2 pages III-40, III-41).

ACTION: ROADWAY SYSTEM

1. All streets within the Brentwood Planning Area should be designated by type, function, and characteristic according to the road standards listed in Tables 1 and 2 of this Element. Circulation system planning should be undertaken to upgrade any existing roadway functions that do not meet these circulation standards along a particular street. Standards for freeways, thoroughfares, collectors and residential streets are listed in Tables 1 and 2. County and/or Caltrans standards can be followed for dimensions of these roadways.

SUBELEMENT B-3: PUBLIC TRANSIT

The low density development patterns in East Contra Costa County historically have not required transportation services other than roadways for automobile use. However, current forecasts of high growth and roadway congestion have forced a new look at public transit service to and from the Brentwood area.

The Land Use Plan map provides for BART or a light rail system in the western section of the Planning Area. As an alternative to planning for such a right-of-way, Brentwood could consider the use of commuter train service on the existing railroad tracks from Downtown to Antioch and points west.

Either transit system would intercept some commute traffic passing through Brentwood from Discovery Bay and Byron. Such a system also would reduce traffic congestion on existing Highway 4 to the north of Brentwood and supplement BART service from Concord which may never expand patronage beyond 50% of existing service levels.

However, the success of a transit system servicing Brentwood is dependent on adequate connections to other transit

systems in Concord (BART) and Antioch (future BART service or railroad commute trains). Also, patronage on such a system will depend on its operating efficiency. For example, if the transit system can provide levels of service similar to those on other BART lines, similar patronage levels can be expected. Lesser service levels probably would not be effective in attracting commuters away from their automobiles.

Taxpayers in East County have been paying for BART through the 1/2¢ sales tax, but have not been receiving direct service. Plans for extending BART or light rail to Antioch should be modified to include Brentwood, if future growth trends warrant. Past planning efforts for BART service did not envision such a high growth rate in Brentwood and the feasibility of service should be reconsidered.

Any bus system trying to attract peak hour commute traffic will have to provide nearly as fast travel times as the automobile, at least to the Concord BART station. Peak hour service on such a system would have to be more frequent and more direct than is currently offered as evidenced by current patronage levels on AC Transit.

POLICY: PUBLIC TRANSIT

1. Promote the use of public transit, car pooling and van pooling to reduce commute traffic.

ACTIONS: PUBLIC TRANSIT

1. Establish a Transportation System Management (TSM) program to help residents and employers identify alternatives to commuting to work by single occupant automobile. Programs in which commuters and employers can participate together include: flextime, employer subsidized transit passes, employer sponsored car/van pools, etc.
2. Establish a committee to investigate possible transit improvements to encourage greater public transit usage by Brentwood residents. These improvements could include: direct shuttle service to Concord, Antioch and Pittsburg; more frequent peak hour AC Transit bus service to Brentwood; commuter parking areas serving transit terminals, etc. In addition, the committee should analyze existing and projected origin/destination data for Brentwood commuters to establish the most effective improvements to pursue.

SUBELEMENT B-4: OTHER FORMS OF TRANSPORTATION

Bicycle and pedestrian routes can play an important part in the local circulation system. The mild climate and level topography of the Brentwood area increase the potential for bike travel as an alternative to auto use.

POLICIES: BICYCLE USE

1. Promote bicycle use as an alternative form of transportation for the inherent benefits to the bike rider, as well as to the community as a whole.
2. Establish bicycle routes to connect all parts of the Planning Area with the Downtown.
3. Coordinate with Antioch, Oakley and Contra Costa County to establish regional bicycle transportation routes traversing the area.

ACTION: BICYCLE USE

1. Prepare a General Bikeway Plan as a subelement of the Circulation Element to qualify the City for Bicycle Lane Account Projects (Section 2378, Streets) Highways Code, State of California.

Table 1

ROAD STANDARDS

<u>Roadway System Classifications</u>	<u>Function</u>	<u>Typical Characteristics</u>
FREEWAY/ EXPRESSWAYS:	High speed movement of autos and trucks through an area, usually connecting with the local roadway system at intersections or interchanges with thoroughfares.	Moderate to high volumes of traffic travelling at high speeds (50-60 mph). Large rights-of-way needed. Noisy, and therefore ideally suited to be near employment, commercial or agricultural areas rather than residential areas. Freeways have interchanges with major thoroughfares. Expressways can have interchanges or signalized intersections with major thoroughfares.
THOROUGHFARES:	Movement of autos and trucks into, out of, or through an area. Limited direct access to commercial and employment areas, but not to residential property.*	Moderate to high volumes of traffic travelling at moderate speeds (35-45 mph). Major intersections are signal controlled.
COLLECTORS:	Movement of autos and limited movement of trucks internal to an area. Direct access to commercial, employment and residential areas. Connect directly to thoroughfares.	Low to moderate volumes of traffic travelling at moderate to low speeds 25-35 mph). High number of turning movements at commercial or employment center driveways. Usually 2 miles or less in length.
RESIDENTIAL:	Movement of autos only between residential properties and the closest collector or thoroughfare. Should not serve employment or commercial areas.	Low volumes and low speeds.

* No residential units should feed traffic directly onto any thoroughfare. Rather, residential units should feed traffic onto internal "residential" streets, which in turn will intersect the thoroughfare or nearby collector streets.

Table 2

CIRCULATION SYSTEM PLANNING AND DESIGN CRITERIA

FREEWAYS/EXPRESSWAYS:

1. Caltrans design standards should be followed.
2. All interchanges/intersections should be designed for urban high volume traffic.

THOROUGHFARES:

1. All roadways designated as thoroughfares in the City's General Plan should have sufficient right-of-way reserved to allow a four-lane roadway and a 16-foot median with a minimum of one right and one left-turn lane on each intersection approach. County standards can be followed for dimensional design.
2. Residential street and collector roadway intersections with thoroughfares should be spaced a minimum of 600 feet apart. Thoroughfare intersections with other thoroughfares or expressways should be spaced a minimum of 1300 feet (one quarter mile) apart. This would allow progression of traffic flow along a thoroughfare should the intersections ever be signalized. No intersection thoroughfare should be closer than 1000 feet to a thoroughfare intersection with a freeway on-off ramp.
3. Future driveways to commercial and business establishments along thoroughfares should be limited. No driveway along a thoroughfare should be within 250 feet of the intersection of 2 thoroughfares or a thoroughfare and a collector street. Driveways to large commercial areas should be separated by at least 300 feet. On-street parking should not be permitted along any thoroughfare adjacent to business or commercial establishments. In no case should on-street parking be allowed within 100 feet, either direction, of any driveway to a commercial or employment area (to provide adequate sight distances for turning vehicles). Shared driveways between adjacent businesses should be required where projected traffic volumes to and from both businesses are light (less than 80 vehicles per hour from both). Left turn lanes should be provided to all commercial/business establishment driveways. Where this is not possible, right turn in and out movements only should be permitted at the driveway with a median used to prevent potential left turn ingress or egress.
4. Some commercial and employment area driveways now feeding onto existing thoroughfares in Brentwood should be closed if an adjacent driveway can accommodate the diverted traffic. This could eliminate several areas with potential turn conflicts with through traffic.
5. Rights-of-way should be reserved as soon as possible around each existing and proposed at-grade crossing for future potential grade separation. Any signalization that is used at intersections

adjacent to at-grade crossings should be coordinated with the crossing warning system to clear stopped vehicles from the railway tracks.

6. Where possible, all existing and proposed thoroughfares should be designed as parkways to provide more extensive landscaping along the roadways.
7. Only thoroughfares should cross the railroad (at-grade or grade separated). Any intersection with a thoroughfare having an at-grade crossing should be located a minimum of 600 feet from the crossing.
8. All new railroad crossings in Brentwood should be grade separated if possible.
9. Broad curving alignments along thoroughfares are encouraged (permitting driving speeds up to 45 mph).
10. Business and commercial area address numbers should be posted for each property and should be readable from the street.

COLLECTORS:

1. All future and existing collectors should have enough right-of-way reserved to allow two mid-block travel lanes (with on-street parking) and left and right-turn lanes on each collector or thoroughfare intersection approach.
2. Residential units can feed directly to collector streets, although it is not desirable.
3. Commercial and employment area driveways should connect to collector streets, although their number should be limited to the minimum possible. Shared driveway uses between businesses should be the rule rather than the exception (for businesses not generating high volumes of traffic).
4. On-street parking should be prohibited within 50 feet (both directions) of any driveway to commercial or employment areas to provide adequate sight distances for turning vehicles.
5. Business and commercial area address numbers should be posted for each property and should be readable from the street.
6. Curving alignments along collectors are encouraged (permitting maximum speeds of 35 mph).

RESIDENTIAL:

1. Residential streets should have curving alignments to promote driving speeds of 25 mph or less. (No straight section in excess of 300 feet should be allowed. Curve design speeds should not exceed 25 mph. Landscaped islands, varying surface texture treatment for the pavement, etc. can also be used to promote slower speeds).

2. Residential streets should not be more than one-half mile in length. A residential street longer than this could serve as an attractive alternative to nearby collectors and thoroughfares that might be congested with more traffic.
3. Residential streets should not be designed to provide an attractive short cut route around an existing or potential future major signalized intersection.

SEWER, WATER & DRAINAGE PLAN MAP



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ELEMENT C: MASTER FACILITIES

Infrastructure, including sewage treatment, storm drainage and water distribution systems and community facilities, including schools, police and fire stations, and roads are necessities which make urban communities possible. In Brentwood, these facilities are owned and operated by the City and special districts for the benefit of its residents. Planning for facility expansion is an integral component of and a major determinant of land use patterns.

Infrastructure design herein is based on the Figure III.A.1 - Land Use Plan map and uses mid-range density residential development policies (see Land Use Subelement A-4, Policies, Residential Development, page III-24). Commonly accepted civil engineering practices and local standards are used in the design.

This will give the City (and developers) infrastructure and community facilities that are sized in a realistic manner, i.e., not over designed, and thus a fair cost can be established for the improvements. In addition, this approach will allow added expansion capability if such a need develops in the future. Those creating such a need can pay the added cost of this added expansion.

The following policies and actions will help guide Brentwood officials in decisions associated with providing adequate facilities and services for future growth. Major issues addressed in this element are planned sizing and expansion of existing systems to meet future capacity needs, phasing and financing of new facilities to support planned development, and cooperation with affected public agencies, special districts and private beneficiaries to locate, finance and construct facilities to meet community needs.

Figure III.C.1 on the next page is the Sewer, Drainage and Water Plan to fully serve the Planning Area at ultimate buildout, as indicated on the Land Use Plan map (Figure III.A.1, page III-12).

SUBELEMENT C-1: SEWAGE TREATMENT AND TRUNK LINE SYSTEM

Brentwood's sanitary sewer system captures sewage flows generated by residential, commercial, industrial and public land uses. The existing transmission system consists mainly of 8" and 10" pipe lines. Currently there is a single 15" pipe trunk line (by definition, trunk lines are 12" or greater in diameter) which runs along Highway 4 to Sunset Road, then to the Treatment Plant. In addition there are two existing portions of trunk lines currently in the system which will also be part of the future trunk line system. These lines are the 15" pipe along Minnesota Avenue, south of Dainty Avenue, which connects to an 18" line which then runs along Dainty Avenue, between Minnesota Avenue and the Marsh Creek Channel. (See Figure III.C.1-Sewer, Water and Drainage Plan).

Average and peak flows were calculated for each planning unit based on the land uses contained in the Land Use Plan map (see Figure III.A.1). Each land use generates a specific quantity of sewage based on the number of inhabitants, intensity and frequency of use. An allowance for infiltration (water seeping into sewage pipes in addition to normal flows) is included in flow calculations. These flow calculations are used to size sewage lines and design the total capacity of the future sewage treatment system.

Trunk lines were sized to carry the peak flows from all the planning units. All trunk lines were designed for gravity flow, eliminating the need for costly pumping systems, and were located along existing or future roadways leading to the treatment plant.

POLICIES: SEWAGE TRUNK LINES

1. Construct trunk lines in stages prior to or concurrent with development.
2. Plan stages of construction to correspond with desired direction and sequence of urban development.
3. Design trunk lines to be flowing full at "buildout" (this does not include surcharging or force main transmissions which can increase capacity).
4. Design all new trunk lines, except Line C, to bypass the existing system in order to avoid overburdening existing transmission lines.

ACTIONS: SEWAGE TRUNK LINES

1. Construct Lines B and C first to encourage initial growth in and around existing City limits.
2. Construct Line A last, to discourage urban development near agricultural conservation lands on the east side of the Planning Area.
3. Provide for sewer line crossings of the Highway 4 Extension, prior to its construction.

SEWAGE TREATMENT PLANT

The Brentwood sewage treatment plant currently has a service capacity of one million gallons a day, (1.0 mgd). This translates into an equivalent population of 10,000. The plant was upgraded in 1979 but is inadequate to serve any significant increase over the current population. Urban development outside the existing City limits will require major facility improvements and additional land acquisition resulting in a substantial capital cost.

Treatment plant capacity of 18.0 MGD would be required at total buildout of the Land Use Plan (approximately 15,000 housing units plus commercial and industrial uses).

POLICIES: SEWAGE TREATMENT PLANT

1. Locate sewer plant expansion near the existing treatment facilities.
2. Stage the sewage plant expansion in 2 or more phases.
3. Evaluate alternative methods of treatment and sludge disposal.
4. Evaluate alternative methods of effluent disposal.

ACTION: SEWAGE TREATMENT PLANT

1. Determine the type of facility improvements needed and the amount of additional land acquisition required to provide future capacity needs, including phasing requirements.

SUBELEMENT C-2: STORM DRAINAGE AND FLOOD CONTROL

The planning and design of storm drain and flood control conveyance systems in the Brentwood area is under the jurisdiction of the Contra Costa County Flood Control and Water Conservation District. Currently, there are plans for five established drainage districts which cover about two-thirds of the Brentwood Planning Area. The area which is not currently covered is the land west of Marsh Creek and south of the Mokelumne Aqueduct. The District intends to complete a plan for this area at a later date. (See Figure III.C.1). The District also estimates the cost for drainage improvements and establishes an acreage development fee to cover these costs.

The Marsh Creek Channel and its tributaries, Dry Creek, Deer Creek and Sand Creek collect surface and underground runoff from irrigation and storm water sources. These natural drainage courses have been channelized along much of their length near the City to increase their carrying capacity. The Marsh Creek Channel runs the length of the Planning Area in a northeasterly direction eventually draining into the San Joaquin River. Given present land uses, the Marsh Creek Channel is capable of accommodating a 50-year flood, but not a 100-year flood.¹ This limitation is recognized in drainage plans prepared.

POLICIES: STORM DRAINAGE/FLOOD CONTROL

1. Design all drainage lines to empty into the Marsh Creek Channel.
2. Locate needed detention basins in parks, green belts or other locations to blend into the surrounding landscape.
3. Reserve trunk line easements for future expansion.
4. Phase trunk line construction to correspond with timing of urban growth.
5. Detention basins shown on Figure III.C.1 are indicative of a need in a particular area but precise locations will need to be confirmed by further study.

* Torrey and Torrey, Inc., Draft Environmental Impact Report for the Van Voorhees and Skaggs/Kaufman and Broad Proposed Annexation to the City of Brentwood, November, 1981.

ACTIONS: STORM DRAINAGE/FLOOD CONTROL

1. Complete construction of trunk lines in Districts 52A and 52B to encourage initial development in and around existing City limits.
2. Encourage the Flood Control District to complete the planning and design for a drainage system for the west portion of the Brentwood Planning Area to be compatible with this General Plan.
3. Initiate a land acquisition program to reserve rights-of-way for future pipe lines and detention basins.
4. Adopt applicable City and County policies and ordinances to ensure implementation of the flood control plans.

SUBELEMENT C-3: WATER SUPPLY SYSTEM

The City is abandoning wells as its source of water supply because of contaminants in the groundwater resulting in substandard water quality. A long-term source of water is unknown. For an interim period the City will receive water from the East Bay Municipal Utility District's (EBMUD) Mokelumne Aqueduct. It flows in an east-west direction within the Planning Area boundary at the northerly City limits. This interim source is very high quality water and will alleviate the City's immediate water quality problem.

POLICIES: WATER DISTRIBUTION

1. Design distribution network to follow major roadways.
2. Require future development to finance trunk line sub-loops, where necessary.
3. Plan network layout to discourage growth east and south of existing City limits, away from agricultural lands.

ACTIONS: WATER DISTRIBUTION

1. Remove and replace deteriorating pipes in the Downtown area.
2. Require water distribution studies for sub-looping requirements with each development.
3. Plan for trunk line crossing of Highway 4 Extension.

WATER STORAGE

Water storage for the present distribution system consists of one 100,000 gallon tank elevated 100 feet above ground level. It is located in the Downtown area and is inadequate to serve present peak demands. Future water storage facilities to supply peak demand and meet fire fighting requirements will need 13 million gallons of storage.

POLICIES: WATER STORAGE

1. Construct water storage tanks in phases prior to or coincident with development.
2. Concentrate all the tanks in the hills west of the City or, alternatively spread them over the General Plan area, necessitating one or more elevated tanks.*

ACTIONS: WATER STORAGE

1. Construct storage tanks in hills on the west side of the Planning Area, as a first priority. (See Figure III.C.1 for approximate location).
2. Locate elevated storage tanks, if used, in park sites adjacent to flood control facilities.

POLICIES: WATER TREATMENT

1. Retain existing wells as an emergency water supply.
2. Investigate new sources for water to supply the future needs of Brentwood.
3. Retain control of water distribution systems within the jurisdiction of the City of Brentwood.

ACTIONS: WATER TREATMENT

1. Finalize plans for "emergency" water supply from EBMUD.
2. Select source of ultimate water supply.
3. Study the desirability of additional chemical treatment of water, especially fluoridation.

* If elevated tanks are used, smaller sized distribution pipes and better system balance is possible but elevated tanks are very expensive.

SUBELEMENT C-4: OTHER COMMUNITY FACILITIES

The preceding subelements cover sewage, storm drainage and water supply, and the Land Use element includes parks and recreation. This subelement deals with the remaining community facilities, namely: schools, fire and police, general City facilities, such as the civic center, corporation yard, etc. and roads.

Because schools and fire protection are provided by other agencies, their planning depends on collaboration with the Liberty Union High School District, the Brentwood Elementary School District, and the Brentwood Fire Protection District. The service area of each of these agencies, particularly the high school district, extends beyond the present and future City limits. Thus the location and sizing of their facilities must consider needs outside, as well as within, the Planning Area.

One part of the Circulation Plan, the proposed Highway 4 Extension, will also require collaboration with other agencies, particularly in its financing. This facility will run through the entire East County, involving the City of Antioch, Contra Costa County (for the unincorporated area), the Metropolitan Transportation Commission and Caltrans. Collaborative planning will be facilitated by the fact the 1982-83 General Plan Update and Refinement will provide a more precise, as well as long-term, picture of Brentwood's future than has heretofore been available.

SCHOOLS

Issues involving joint planning with the school districts include school capacities, future enrollments, needed new facilities and their location and financing strategies.

POLICIES: SCHOOLS

1. Provide adequate school facilities to serve both the present community and future growth, in a timely manner.
2. Seek mutually acceptable standards for future school planning to reflect the criteria of both the City and school districts and promote joint planning and use of facilities.
3. Locate and place new schools to correspond with planned direction and sequencing of community growth.

ACTIONS: SCHOOLS

1. Delineate future school sites, based on the Land Use Plan map and considering joint City/district use of parks, auditoriums and pools.
2. Secure potential sites for future school use, when such sites are threatened by non-school uses, by negotiating with owners, school districts or the City for options, leases or other agreements. (Where sites are unincorporated, seek cooperation from Contra Costa County).
3. Optimize use of temporary facilities and plan for the eventual reuse, for public or private purposes, of surplus sites and facilities to avoid overbuilding in the event of future enrollment decline.
4. Explore with developers alternative methods of financing new schools in anticipation of increasingly limited state grant programs.

FIRE AND POLICE PROTECTION

Planning for fire department facilities requires collaboration between the City and the Brentwood Fire Protection District. Police services are entirely the responsibility of the City. Fire protection issues in Brentwood include improving the City insurance rating, acquiring new equipment, upgrading the Downtown water system, constructing two new stations, continuing the district's use of volunteers and seeking new methods to finance needed improvements. Police protection issues include future expansion of police offices within City Hall and responding to the needs of future residents.

POLICIES: FIRE AND POLICE

1. Provide adequate fire and police stations to serve both the present community and future growth, in a timely manner.
2. Seek mutually acceptable standards for future fire protection to reflect the criteria of both the City and fire district.
3. Locate and place new fire and police stations to correspond with planned direction and sequencing of community growth.

ACTIONS: FIRE AND POLICE

1. Determine the general location of needed fire (and police) stations, considering General Plan land use patterns and opportunities for joint use of City and school district property. (Seek County cooperation for sites in unincorporated areas).
2. Consider, with the fire district, the feasibility of a temporary station to serve existing and short-term growth west of the railroad.
3. Periodically update building codes and design criteria to maximize built-in fire protection and minimize fire hazards and protection costs.
4. Consider the use of development fees or surcharges as conditions of development approval, if necessary to finance new fire stations.
5. Periodically review Police Department space requirements for consideration in planning future City Hall expansion.

GENERAL CITY FACILITIES

General City facilities include City Hall, the corporation yard and bus lot. The Delta Community Service Center and County Library branch are located within the City limits, but operated by the County. Parks and recreation facilities are discussed in Land Use Subelement A-6: Parks and Recreation.

POLICY: GENERAL CITY FACILITIES

1. Plan general City facilities to correspond with the location and rate of future growth as depicted in the Land Use Plan map.

ACTION: GENERAL CITY FACILITIES

1. Consider short-and long-term needs for joint City/school district facilities including:
 - A joint administrative center on school district lands northeast of City Hall (short-term);
 - A combined corporation yard/bus lot at the City yard on Sycamore Avenue (short-term);

- A new gymnasium (long-term);
- New ball fields (long-term); and
- A new Performing Arts Center (long-term).

ROADS

Most of the issues involved with circulation planning are covered in Element B - Circulation. The remaining issues of prioritizing and financing projects are addressed as follows:

POLICY: ROADS

1. Plan for roadway improvements according to the Circulation Plan map and investigate appropriate financing mechanisms to assure an equitable distribution of costs.

ACTIONS: ROADS

1. Determine a priority list of thoroughfare improvement projects for complete or partial City funding, based on the Circulation Plan map. This list should consider both the correction of existing deficiencies and the facilitation of desired growth.
2. Refine policies for sharing with developers the cost of thoroughfare extensions and parkways.
3. Develop plan lines for thoroughfare extensions and parkways, and take steps to secure right-of-way where this may not happen in the normal course of development.
4. Meet with Antioch, the County and Caltrans and work toward an agreement covering the Highway 4 Extension.

FIGURE III.B.1

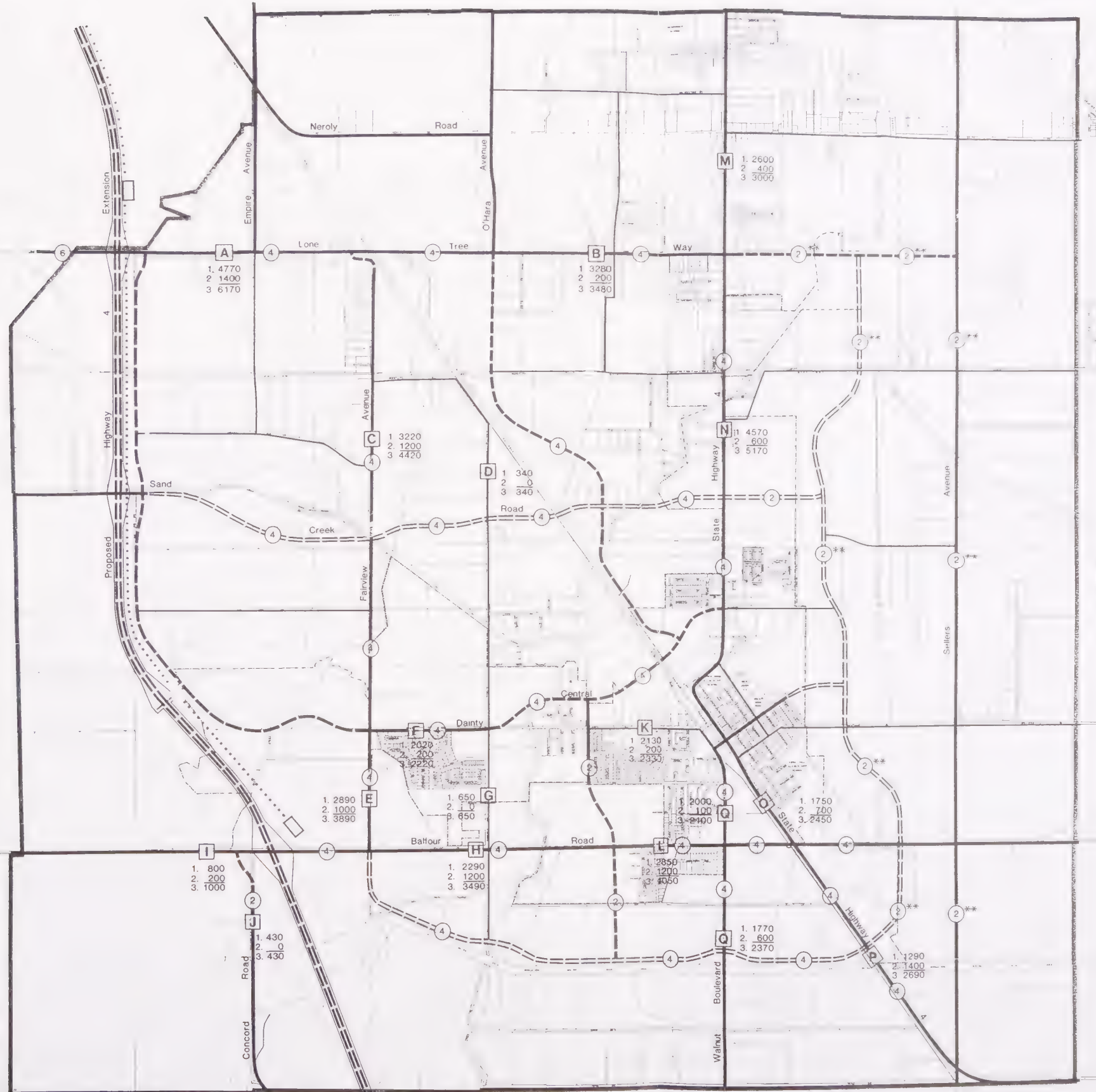
CIRCULATION PLAN MAP

ROAD SYSTEM NEEDS*

LEGEND

- LIMITED ACCESS HIGHWAY
- THOROUGHFARE
- COLLECTOR (2 LANES)
- PARKWAY TREATMENT
- RAPID TRANSIT
- NEW ROADS NEEDED*
- NUMBER OF LANES NEEDED*
- CHECKPOINT FOR TRAFFIC ANALYZER
- 1 (Study Area) P.M. PEAK HOUR TRAFFIC VOLUMES*
- 2 (Through) AT CHECKPOINT
- 3 (Total)

* AT LAND USE PLAN BUILDOUT WITH THROUGH TRAFFIC
 ** ASSUMES HIGHWAY 4 EXTENSION IN PLACE



1978 BRENTWOOD GENERAL PLAN:

- CONSERVATION AND OPEN SPACE ELEMENT
- SEISMIC SAFETY ELEMENT
- NOISE ELEMENT
- SAFETY ELEMENT

ACKNOWLEDGEMENTS

CITY COUNCIL

Joseph K. Cunningham, Mayor
Bruce C. Ghiselli, Vice Mayor
George G. Gambel
Barbara J. Guise
Clarence R. Shahan

PLANNING COMMISSION

Richard Hackett, Chairman
Rey Bomben, Vice Chairman
Leslie Davis
Robert Heitmeyer
Mel Gill

CITY STAFF

James M. Buell, City Administrator
Charles F. Loucks, Director of Public Works/
City Engineer
James A. Frank, Chief of Police
Kenneth Cory, Planner

RESOLUTION NO. 78-10

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BRENTWOOD ADOPTING THE 1978 BRENTWOOD GENERAL PLAN.

WHEREAS, the State of California has mandated that cities prepare, adopt and maintain a comprehensive General Plan prepared pursuant to Article 5 of the California Government Code, and

WHEREAS, the City of Brentwood has prepared a General Plan including all such mandatory elements, and

WHEREAS, public hearings on the Environmental Impact Report and General Plan were held before the Brentwood Planning Commission, and

WHEREAS, the Brentwood Planning Commission certified the Environmental Impact Report as being adequate and prepared pursuant to the California Environmental Quality Act, and

WHEREAS, public hearings on the General Plan were held before the Brentwood City Council.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Brentwood that the 1978 Brentwood General Plan, a copy of which is attached hereto and made a part hereof, is hereby approved.

PASSED AND ADOPTED by the City Council of the City of Brentwood at the regular meeting on Tuesday, February 28, 1978, by the following vote:

AYES: Councilmen Gambel, Ghiselli, Guise, Shahan and Mayor Cunningham

NOES: None

ABSENT: None

Approved:


J. K. Cunningham, Mayor

Attest:


James M. Buell, City Clerk

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CONSERVATION & OPEN SPACE

AUTHORITY

The California Government Code, Section 65302(e) states that an open space element must be included and developed pursuant to Section 65560.

Section 65560 of the California Government Code defines "Open Space land" as "... any parcel or area of land or water which is essentially unimproved and devoted to an open space use and which is designated on a local, regional, or state open space plan", i.e.:

- 1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks or rivers and streams, and watershed lands.
- 2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- 3) Open space for outdoor recreation including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks or rivers and streams, trails, and scenic highway corridors.
- 4) Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

The legislature further found and declared:

- a) That the preservation of open space land, as defined in this article, is necessary not only for the maintenance of the economy of the state,

but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources.

- b) That discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents.
- c) That the anticipated increase in the population of the state demands that cities, counties and the state at the earliest possible date make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by this chapter or by other appropriate methods.
- d) That in order to assure that the interests of all its people are met in the orderly growth and development of the state and the preservation and conservation of its resources, it is necessary to provide for the development by the state, regional agencies, counties and cities, including charter cities, of statewide coordinated plans for the conservation and preservation of open space lands.

The California Government Code, Section 65032(d) states: A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources.

OVERVIEW

The Brentwood planning area possesses a unique natural environment that can be either preserved and carefully utilized or wastefully destroyed by ignorance and mismanagement. The City of Brentwood has a principle role in assuming responsibility for proper resource management and environmental protection within the planning area.

GOALS

Preserve prime agricultural lands from urban encroachment and rural residential development in order to maintain the area's agricultural economy and rural atmosphere.

Protect and enhance the visual qualities of designated scenic routes and highways.

POLICIES

- a) Initiate and maintain planning and coordination with Contra Costa County, Brentwood Recreation & Park District and Delta Recreation Commission to expand park and recreation opportunities for east county communities.
- b) Plan and develop neighborhood and community parks for long-range needs of the community.
- c) Develop bicycle, pedestrian and equestrian ways as linear parks, integrated with neighborhood and community parks wherever feasible.
- d) Support and encourage programs which protect the major bodies of prime agricultural lands from urbanization.
- e) Assist the continuance of local agriculture by discouraging the division of lands to parcels less than 20 acres in size within the ag-core area, 10 acres within ag-residential area and discouraging all non-agricultural development in the City's planning area, when that development does not conform to the City General Plan.
- f) Protect and enhance the scenic qualities of State Route 4 and portions of Walnut Blvd., Lone Tree Way and Hillcrest Avenue.
- g) Support energy and water conservation at all levels of the community.
- h) Support preservation efforts of historical or significant architectural landmarks within the Brentwood area.

AGRICULTURAL LAND

In accord with the proposals for continued urban growth within a controlled corridor framework, the City must develop a strong program to ensure the continued viability of its agricultural productivity and at the same time protect the integrity of its urban environment.

A number of factors inhibit the future viability of agricultural operations in eastern Contra Costa County. A major problem pertains to small parcel size. Where parcels are small it is more expensive to farm the land because of costs involved in moving equipment from parcel to parcel and the limitations on the manner in which insecticides and fertilizers may be applied.

Small farming operations are endangered because of a decrease in their competitive standing at the wholesale level. Large agricultural businesses in the central valley are capable of producing more at a lower cost which in

turn can be bought at the wholesale market at a lower price. Large operations such as these are more efficient, by sheer size, than the smaller family-run farms which are located in East Contra Costa. If this disparity in efficiency continues to increase it can be assumed that the small farms are in a very precarious position and may be forced out of the market by economic factors based on operating costs.

Land suitable for agriculture may also be suited for urban development, primarily because it is flat and easy to build upon. Through the minor subdivision process, large acreages can ultimately be divided into five and ten acre lots with exceptions granted for the final public improvements normally required for major subdivisions. This process fragments existing agricultural land and places an additional burden on the farmers in the area who wish to continue farming. Division into smaller parcels often also result in higher assessments and higher real estate taxes and may render agricultural operations economically infeasible.

Market valuation of farm land and the resultant tax burden levied on them is another impact on agriculture viability. State revenue and taxation laws require all lands be assessed at 25 percent of the fair market value that results from the "highest and best use" of the land. A problem arises when viable farm land is assessed at a speculative value for urban use rather than one reflective of farm values.

When agricultural and residential uses adjoin, a number of directly associated problems often develop. In general, residential areas hamper the farmer trying to operate his farm in an efficient manner, and the farm use may annoy nearby residents. The proposed transition of urban densities presented in the Land Use Element should mitigate this conflict by preventing urban residential densities adjacent to agricultural core land.

In addition to clearly indicating in the General Plan which areas are to remain in agricultural open space there are a number of other actions the City can undertake to ensure the continued agricultural viability of its environs. The City may, of course, pursue legal action if the County makes decisions in conflict with the City's General Plan. In a more positive sense however, the City should readily endorse (without reservation) applications to the County for Williamson Act contracts when located in open space areas. The City can also actively encourage the County assessor to recognize the limitations placed on the development potential of lands designated for open space in determining assessed valuation (assessors in other counties in the Bay Area are already doing this). State and regional efforts to identify and protect prime agricultural lands (which are resources of state and regional importance as well as local importance) should be supported by the City.

Urban development should be guided away from designated ag-core land and when it becomes necessary should encourage development on lower class land instead of prime soil types. Fractionalization of parcels into lots smaller than indicated in the land use element will be opposed by the City as contrary to desired goals and stated policies.

WILDLIFE

Wildlife has two basic needs, food and cover. In order to preserve the wildlife of the planning area, habitat must be preserved whenever possible. Although a great deal of wildlife habitat in the planning area is associated with cultivated land, there still exists large amounts of grassland habitat in the southwestern portion of the planning area. Riparian habitats can be found along the various creeks and irrigation canals found in the area.

Food supply for some birds and mammals consist of insects and small rodents. This food source is being controlled almost entirely by chemical means by the local farmers. Past experiences have shown that this method of control has some very serious drawbacks. Pesticides can be assimilated into non-target wildlife and even to humans. Combinations of biological and chemical controls are being developed which may prove to be both cheaper and more effective in the long run. These new methods of control may reduce the risk of long-term environmental damages, such as the extreme loss of insectivorous birds or tainted water supplies which has occurred in this state in the past.

WILDLIFE ASSOCIATED WITH THE PLANNING AREA*

<u>Birds</u>		<u>Animals</u>
flicker	loggerhead shrike	small rodents
acorn woodpecker	robin	raccoons
meadowlark	sparrows (various kinds)	skunk (striped/spotted)
mockingbird	mourning dove	cottontail rabbits
scrub jay	ruby-crowned kinglet	opposum
brewer's blackbird	spotted towhee	jackrabbit
hawks:	owls:	grey fox
red-tail	barn	coyote
marsh	great horned	and possibly: the San
sparrow	burrowing	Joaquin kit fox which
golden eagle	pheasant	is classed officially
white-tailed kite	California quail	as a "Rare and Endan-
turkey vulture		gered Species"

* List is suggestive, not comprehensive

VEGETATION

The primary vegetation type of the area can be summarized as "cultivra" which consists of fruit and nut trees, row crops and grains. This agricultural vegetation is located in the northwestern and central portion of the planning area.

Rough grassland can be found in the southwestern portion of the planning area. Wild grasses, oaks and a number of shrubs make up the majority of the vegetation within this area.

Riparian woodlands can be seen along the creeks located in the planning area. The same type of trees found in the grasslands plus willows, alders and other types of moisture-loving plants and trees can be found along the creeksides.

With reference to specific endangered plant species, the Antioch primrose (*Oenothera deltoides* v. *holwillii*) can be found growing in the sandy soils along the northern portion of the planning area. Faced with extinction, the primrose normally blooms in the late summer. Although attempts have been made to transplant the primrose in other similar areas, namely Brannan Island and Dillon Beach, the flower seems to flourish only in the sandy areas along the San Joaquin River near Antioch.

MINERAL RESOURCES

The mineral resources of the planning area are not completely known. Natural gas is found in the northwestern portion of the planning area. The extent of this field is not known at this time. Active sand removal operations are located in the southern portion of the planning area, just north of Marsh Creek Road and in the northeastern portion near Sunset and Sellers Avenue.

RECREATION & OPEN SPACE

Open Space and Recreational Resources can be man-made (parks) or natural such as creeks, mountains, etc. The development and use of the City's open space and recreational resources is as varied as the imagination and interest of the user. Recreation is for all ages and can be enjoyed on an individual or group basis. Open space and recreational opportunities must be provided in every community which desires to enhance the quality of life enjoyed by its citizens.

PARKS

A system of active and passive recreational areas is in the process of being prepared by the City. The Park Plan will provide areas and facilities that make possible a wide variety of recreational activities and opportunities for the citizens of the area. Parks should be distributed equally throughout the residential area. One or more playgrounds should be located in every residential neighborhood, near schools and being within walking distance of most homes. The City recognizes the advantages of providing park and recreational facilities and the benefits they provide to the citizens of Brentwood.

TYPES OF ACTIVE RECREATIONAL AREAS

- 1) Neighborhood Parks are parks designed to serve neighborhoods, to which most users will walk. The neighborhood is an area surrounded by thoroughfares or other significant natural or manmade barriers, often is or should be served by an elementary school, and containing up to approximately 600 dwelling units.
- 2) Community Parks are parks substantially larger than neighborhood parks, serving more specialized needs, which most users drive to. They may be separately developed or developed in conjunction with an intermediate school site.

STANDARDS

- 1) Neighborhood Parks. There shall be one or more neighborhood parks in each neighborhood, unless that neighborhood is served by a community park. Total area per neighborhood may range from 4 to 6 acres, but should average five acres. Neighborhood parks may be located on a collector street. Improvements may include a children's play area, playing fields, picnic and relaxing areas, restrooms, drinking fountains, a small meeting room and storage building, and some specialized facilities if found desirable.
- 2) Community Parks. There should be one community park for each six neighborhoods. Size should be approximately 20 acres. Community parks should have a thoroughfare on at least one boundary. Improvements may include playing fields, picnic area, a large swimming facility, a community recreation area, court game areas and specialized facilities.

Park maintenance policy. Generally:

- 1) City would acquire site.
- 2) Planning of park would be shared between City and Park District.

- 3) City and Park District would jointly develop site.
- 4) Park District would maintain developed site.

CREEKSIDE GREENWAYS

The City has long maintained a policy of reserving a greenway along the banks of Marsh Creek. The first step in implementing that policy was taken in 1973 when a large open space area along the creek was reserved at the time the Marsh Estates development was approved. This policy of creekside greenways should not only be continued for Marsh Creek, but the policy should be expanded to include all creeks and channels within the Brentwood planning area.

It is recommended that the subdivision ordinance be amended to stipulate that no development be permitted adjacent to creeks without reserving a greenway protecting the riparian vegetation, or where there is little or no vegetation the greenway should be at least forty feet in width as measured from the top of the stream bank or from the edge of flood control district right-of-way. In the future, as new channelization measures are required or opportunities for changing the existing channeled areas arise, design proposals should be drawn up to make the new channels more attractive, to provide adequate landscaping, and to develop a trail system paralleling the stream banks.

TRAILS

A system of pedestrian and bicycle trails to serve transportation as well as recreation needs should be developed within the creekside greenways, along the railroad right-of-way and along all thoroughfares and freeways in the planning area. These trails should not be on the roadway but rather should be on pavement separated from the automobile traffic. Signs should be installed indicating their use, and special curb cuts should be designed along bicycle paths. A system of equestrian trails should also be developed along the creekside greenways and in other selected locations.

The local trail system should be designed to connect with the county and East Bay Regional Parks District trails, and should serve school sites and park sites. The City's subdivision ordinance and thoroughfare ordinance should be amended to include appropriate requirements and standards for trails.

STANDARDS FOR TRAILS

Trailways should be provided along creeks and in other areas where desirable, to complete or interconnect systems. Widths of trailways, in addition to creek right-of-way should vary to provide variety of visual experience and

flexibility in dealing with abutting development. Development should include landscaping, trails and resting areas.

SCENIC ROUTES

In 1963 the State Legislature established the California Scenic Highway Program, together with a master plan for state scenic highways. Of the 16,000 mile state highway system, 6,787 miles appear on the scenic highway's master plan, which indicates that they are eligible for official approval as designated scenic highways upon completion of requisite procedures and programs. Furthermore, government code [Section 65302(h)] mandates a scenic highway's element as part of the requirements to be met in the preparation and adoption of general plans by local governments.

The scenic corridors of State Route 4 and portions of Walnut Blvd., Lone Tree Way and Hillcrest Avenue provide motorists with immediate views of the area's rural character. The remaining county roads accentuate this relaxed atmosphere of agriculture interspaced with rural-urban living.

The City should encourage continuing enhancement of these existing roadways for the benefit of the present and future inhabitants to come. At a time when it becomes feasible "official scenic highway" designation should be pursued for those scenic routes within the planning area.

WATER AND ENERGY RESOURCES

The absence of sufficient rainfall in California during the last two years has increased the water conservation consciousness of all segments of our society. The public and private sectors of this community should also acknowledge the potential seriousness of this situation and work to mitigate the condition by conserving water whenever possible.

With the increased demand for energy, the City should pursue methods by which energy could be conserved. The increasing cost of energy will soon be at the point that new energy saving devices will no longer be economically unfeasible. The solar water heater for swimming pools was very expensive a few short years ago, now they can provide a very efficient method to heat pools and pay for themselves in a very short time. Simple design standards which could be incorporated into new development could be adopted and save energy while providing the property owner an opportunity to decrease his energy bills.

The City should encourage water and energy conservation measures at all levels of the community and when feasible encourage water and energy conservation measures in all design concepts.

ACTION PROGRAM

AGRICULTURAL LANDS

- 1) Designate ag-core lands in the Land Use Element and propose 20 acre minimum lot size to insure adequate size.
- 2) Extend Williamson Act contracts to owners within the City limits and encourage participation of owners outside the City limits.
- 3) Oppose any land division within planning area which is not in conformance with this General Plan.
- 4) Develop planning approaches which will insure successful agricultural uses adjacent to urban development.

WILDLIFE

- 1) Preserve creeks and unique habitat which provide cover for wildlife.
- 2) Encourage the development and use of new pest control methods which are less harmful to non-target wildlife.

VEGETATION

- 1) Preserve creeks and unique vegetation by designating them as open space or by density transfer.

MINERAL RESOURCES

- 1) Develop policies that prevent the wasteful exploitation of mineral resources.
- 2) Require site rehabilitation once removal operations have ended.
- 3) Restrict development in areas possessing valuable mineral resources. Until such time as comprehensive mineral resource data is available for the planning area, a mineral and geological statement should be required for all urban development.

PARKS

- 1) Continue to require developers to dedicate a reasonable amount of land (determined by City Ordinance) suitable for permanent recreational

space or provide in-lieu fees for the acquisition of property appropriate for park use.

- 2) Instruct staff to investigate grant programs which may provide funds for the development of open space recreation land.

CREEKSIDE GREENWAYS

- 1) Prepare detailed development plans for the greenway system.
- 2) Coordinate park, greenway, and trail systems with all concerned agencies insuring an interconnected system providing recreation opportunities.
- 3) Develop design standards for creekside development insuring maximum natural features.

TRAILS

- 1) Contact and coordinate all agencies concerned in the development of a comprehensive trail plan.
- 2) Develop design standards for trails.

SCENIC ROUTES

- 1) Coordinate scenic route enhancement as part of a balanced transportation system.
- 2) Evaluate the feasibility of undergrounding the existing overhead distribution lines and require that future distribution lines be located underground.
- 3) Strictly regulate outdoor advertising standards and discourage large garish off-premise signs.
- 4) Require stringent landscaping and screening standards for heavy industrial uses.
- 5) Regulate any earthmoving, excavation or other grading operations and require, when feasible, the restoration of the topography to its natural or agricultural cover.
- 6) Pursue "official scenic highway" designation for scenic routes in the planning area.

WATER AND ENERGY RESOURCES

- 1) Prepare a separate General Plan element identifying significant sites and also state goals and policies for the preservation of such sites.
- 2) Encourage water conservation measures and the use of water saving devices.
- 3) Encourage the use of California natural plants for landscaping.
- 4) Investigate possible energy conservation guidelines for all new construction.
- 5) Request that builders incorporate energy conservation technology into all new residential development.

SEISMIC SAFETY

AUTHORITY

The California Government Code, Section 65302(f) states: A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures; or to effects of seismically induced waves such as tsunamis and seiches.

The Seismic Safety Element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

OVERVIEW

Although it is well known that California is a seismically active region, concern for seismic hazards has largely been ignored at the local level. This has led to the loss of lives and substantial damage to property. In order to make local governments aware of seismic dangers and to require that this awareness result in effective input into the planning process, the State of California requires that all city and county general plans contain a seismic safety element. The basic objective of this requirement is to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from future earthquakes. Although seismic activity cannot be prevented, it is possible to mitigate the effects of such activity by wise planning and location of uses.

GOAL

Protect the health, safety and welfare of the citizens of Brentwood and to reduce the potential hazards to life and property to the greatest practical extent, from the severe effects of the earthquake triggered hazards.

POLICIES

- a) The City recognizes the relatively low to moderate levels of seismic activity which will most likely affect the Brentwood planning area and accepts the potential risk of damage to structures. Although the nature of the geological formations and the history of earth shaking intensities appears to preclude any massive seismic hazard to low density residential development, adequate codes and controls with special safety provisions shall regulate the construction of struc-

tures which are designed to house the sick and elderly or buildings used for large public assemblies including, but not limited to, schools, theatres, hospitals and auditoriums. Additionally, adequate measures should be developed to safeguard the public from seismic hazards associated with high voltage transmission lines, caustic and toxic gas and fuel lines and inflammable storage facilities.

FAULT LOCATION AND ACTIVITY

The major faults in the Brentwood area are the Antioch-Davis fault zone and the Midland fault zone. Surface displacement features in Antioch and present day seismic activity provide strong evidence that the Antioch fault is active. Because the Davis fault is structurally related to the Antioch fault, it too must be considered at least potentially active. Historic seismic activity in the Midland fault area in eastern Solano county indicates that there has been at least one severe earthquake on the Midland fault.

Other fault zones not known to be active include the Sherman Island fault (in the western portion of the planning area), and a system of faults lying along the eastern flank of the Diablo Range. (See figure 2 for fault locations). However, it should be noted that classification of faults as active or inactive is based largely on chance observations and on the incomplete preservation of geologic and geomorphic features.* (The 1971 San Fernando earthquake was on a fault that was classified as inactive).

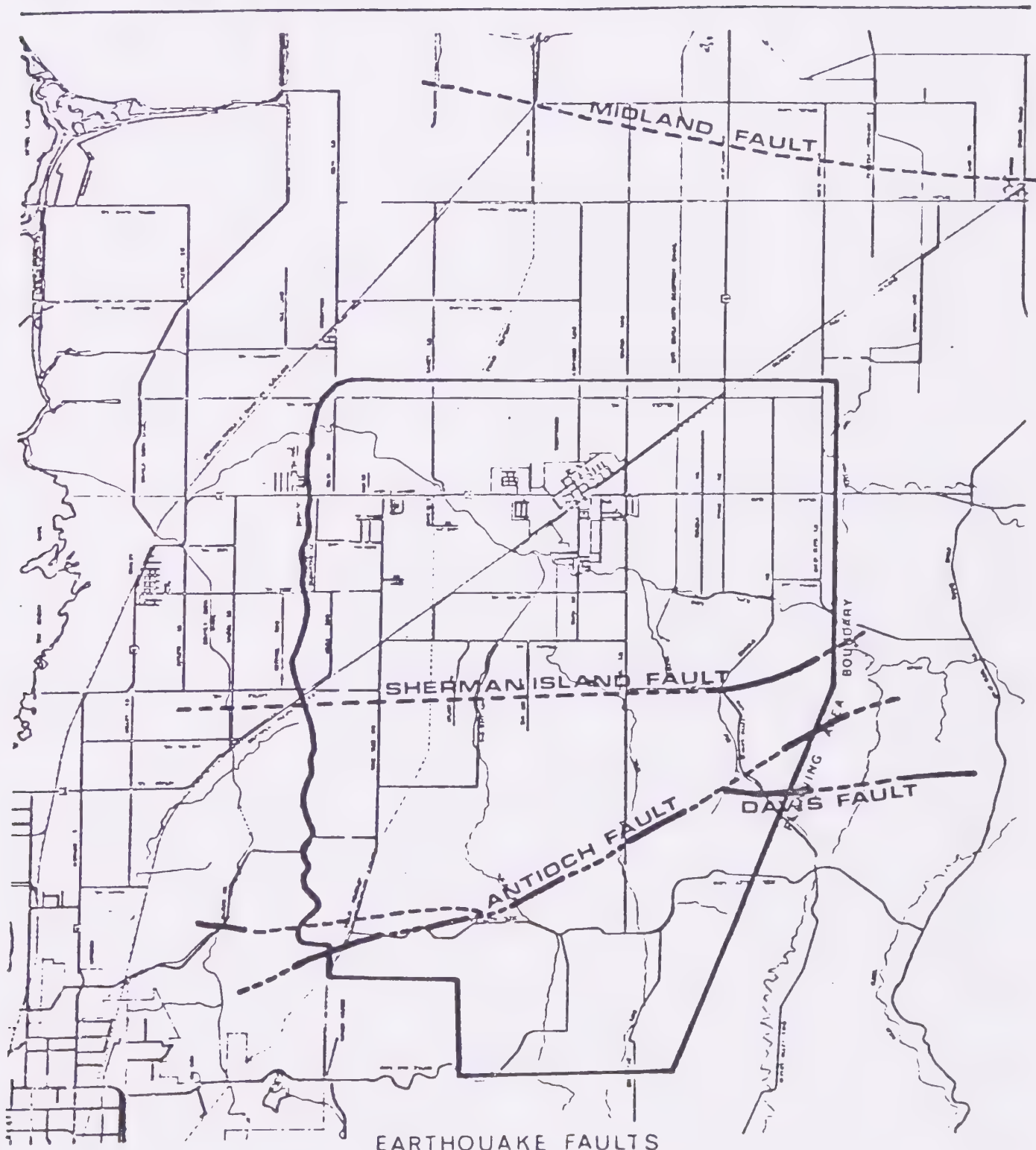
SEISMIC HAZARDS

A seismic hazard is a potential or existing source of seismically-induced danger for injury or damage to man and property. This source of danger can be manifested in four basic ways: faulting or surface rupture, ground shaking, ground failure, and seismically-triggered flooding.

Faulting or surface rupture is not a hazard in Brentwood itself, as no faults occur in the city. The Sherman Island and Davis faults pass through the undeveloped western portion of the planning area, the former in close proximity to the Marsh Creek reservoir and dam.

Ground shaking is the vibration of earth materials resulting from an earthquake. It is the most commonly experienced earthquake phenomenon, and is the major cause of structural damage and resulting loss of life. The potential for damage from ground shaking is influenced by the properties of soil and the structural characteristics of the buildings affected. The motions

* See Physical Resources Inventory and Analysis, East County Planning Area, Contra Costa County Planning Department, December 1973 for a more detailed discussion of seismicity.



EARTHQUAKE FAULTS

SOURCE: S F. Bay Region Environment &
Resources Planning Study,
U.S. Dept. of Interior
Geological Survey

Known Locations —
Inferred Locations - -

figure 2
FAULTS

of a structure during ground shaking are not influenced particularly by foundation type, but rather by the strength of an earthquake, the distance to the epicenter, and the nature of the entire soil deposit overlying base rock at the site. Ground shaking hazards are most likely to occur in areas underlain by loose, water-saturated, poorly consolidated materials, which amplify ground motion caused by earthquakes with epicenters that may be quite distant. The alluvium which underlies much of the Brentwood planning area possesses these characteristics. However, it is difficult to predict the effects of ground shaking without a ground response analysis of sub-surface soil and rock conditions.

Ground failure can occur in four basic ways: liquefaction, lateral spreading and earth lurching, differential settlement, and landslides.

Liquefaction is a rather common occurrence during major earthquakes and results in the loss of all strength in water-saturated cohesionless soil because of intense ground shaking. The effect of liquefaction upon buildings in the affected areas can be severe-extensive damage resulting from settling, tilting, and floating. Liquefaction presents the greatest hazard in the areas underlain by Delhi sand soils in the far northeastern corner of the planning area. A susceptibility to liquefaction may also be present in the clay soils found throughout most of the planning area that have a very high seasonal water table.

Lateral spreading and earth lurching are closely related to liquefaction. Lateral spreading is most likely to be encountered where stiff surface materials are underlain by soils having a high potential for liquefaction, particularly along stream channels, railroad embankments, and flood plains. Ground shaking triggers the movement of soils towards an unsupported surface or slope (not necessarily steep). The areas close to Marsh Creek could be particularly susceptible to this type of ground failure. Earth lurching is the movement of the land at right angles to a cliff, stream bank or embankment. It can cause severe damage to buildings because of the formation of cracks in the ground surface. In addition, cracking is often accompanied by the ejection of ground water and the liquefaction of soil.

Differential settlement results from the non-uniform settling of soils during ground shaking. It often results in serious structural damage to buildings and underground utilities. Although the soils underlying Brentwood are relatively homogeneous, differential settlement could occur in areas where fill has been placed or where soils differ in water content.

Landsliding, which was discussed as a hazard under non-seismic conditions in the Safety Element, is most likely to occur in loose and weakly consolidated soils or rock mantle, on steep slopes, and in saturated earth materials. Man's modification or alteration of the natural topography can increase the probability of landslides occurring. Although landslides generally develop over a period of time, very rapid and abrupt movements can also occur. Earthquake shocks frequently trigger landslides and even minor earthquakes can cause slope failure. This hazard is limited to the hillside areas in the western portion of the planning area.

Seismically-triggered flooding from the Delta is not a problem for Brentwood itself, although some parts of the planning area may be subject to such flooding. Flooding from the Marsh Creek reservoir is, however, a possible hazard. A severe landslide into the reservoir could cause overtopping of the dam; the dam itself could give way under stress from a ground shaking; or a seiche (seismically-induced wave in a lake or reservoir) could cause overtopping. The danger from seismically-triggered flooding on Marsh Creek is particularly severe in the winter months when the reservoir is at its fullest. Dam failure inundation maps have been prepared for Marsh Creek by the Contra Costa County Flood Control and Water Conservation District. These maps are not yet available, but should be obtained by the City at the earliest opportunity.

Although not a primary seismic hazard, fire resulting from earthquake damage can cause as much or more destruction than the earthquake itself. There are several high voltage transmission lines, oil tanks and lines, and gas pumping and metering stations and lines in the western portion of the planning area. Fires caused by damage to these facilities during an earthquake could present a serious hazard, particularly in the dry summer and fall months. Fires caused by damage to local fuel and electric supply lines within the City are also a possibility after a serious earthquake. Breaks in water mains may also occur, interrupting the flow of water or lowering pressure enough to make fire-fighting difficult or impossible.

ACCEPTABLE RISK

There is some risk involved in almost any human activity. The basic objective in determining "acceptable risk" is to reduce to an acceptable level the probability of loss of life and property damage due to seismic hazards. Since it is not possible to eliminate all risk to life and property, each community must decide what level of risk it is willing to accept. The Council of Intergovernmental Relations' Guidelines for the Safety Element of the General Plan defines acceptable risk as follows:

The level of risk below which no specific action by local government is deemed to be necessary to protect life and property.

There is, of course, an inherent degree of uncertainty in the concept of risk as a basis for land use planning. However, land use planning decisions can be made on a comparative risk basis. Using this approach, risks arising from seismic hazards concomitant with any development, program or structure must first be identified and then compared with the risks of alternatives. If risk reduction measures are enacted, the amount of damage to property, injury and loss of life can be reduced over a given period of time. In this respect, risk can be one basis for land use decision-making.

Although the words "hazard" and "risk" are often used interchangeably, for the purposes of this discussion they have two distinct meanings. A hazard is the existence of a dangerous condition, one which may or may not lead to the occurrence of an event which can produce injury, loss of life or damage to property.

Risk is the probability of injury, loss of life or damage to property actually happening due to the occurrence of the event. For example, an earthquake fault is a potential hazard. The nature of the hazard is that there is a possibility that a seismic event (e.g. an earthquake) will occur on the fault. In the event that seismic activity does occur, the ground shaking, ground failure, seismically-induced flooding, or surface rupture associated with it may cause extreme danger to life and property. This is the risk.

There are two aspects of risk: one is the chance that the event will in fact occur, and the other is whether or not mitigation measures which have been taken will in fact be sufficient to reduce the damage to life and property to some pre-determined acceptable level. Unfortunately, at present there is no available technological capability to control or reduce the actual occurrence of most seismic events. Fault rupture cannot be prevented, but its effects can be minimized by locating structures away from the fault zone or trace.

In addition, although seismic hazards can be identified, the prediction of exactly when a seismic event will occur, involving a given hazard, cannot be made with significant degree of accuracy. Thus the risk of occurrence is not necessarily a suitable basis for determining acceptable risk. In other words, it would not necessarily be "acceptable" to expose a school building with a 50-year life expectancy to a potentially destructive seismic event with a once-in-500-years expected occurrence, because the seismic expectancy would be only theoretical and determined by past activity; the event could occur tomorrow, next year, or in one hundred years. Thus, the problem involved in addressing the concept of acceptable risk is not so much a question of whether a structure or land use is "safe", but rather "how safe". Experts are not necessarily "wrong" if their recommendations on codes, regulations and risk levels prove to be insufficient during earthquakes or other natural catastrophes. In effect, they would have "lost a bet" that the acceptable level of risk was adequate.

Clearly, then, it should not be the role of engineer, planner or other professional or technician to place the "bet", i.e., to determine the level of acceptable risk. The technician's function should be to formulate guidelines that will allow the elected officials who represent the public to make the final decisions, with the intent that the guidelines will be such that the acceptable risks eventually adopted by the local jurisdictions will be sufficient.

ACTION PROGRAM

To Implement this element the City of Brentwood should:

- 1) Place critical installations such as emergency facilities, public buildings, major utility lines, communication and transportation facilities,

and water retention structures away from active or potentially active fault zones.

- 2) Prepare and distribute information which may be helpful to residents in case of a seismic disaster.
- 3) Use flexible conduit sections on utility lines where appropriate.
- 4) Utilize geologic and seismic data at all stages of the planning and development process, and to require adequate documentation of the mitigating measures to be taken with respect to the potential, known hazards in the area.
- 5) Adopt the 1973 Uniform Building Code, and the Recommended Lateral Force Requirements and Commentary prepared by the Structural Engineers Association of California.

NOISE

AUTHORITY

The California Government Code, Section 65302(g) states: A noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

- 1) highways and freeways,
- 2) ground rapid transit system,
- 3) ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

These noise contours may be expressed in any standard acoustical scale which includes both the magnitude of noise and frequency of its occurrence. The recommended scale is sound level A, as measured with A-weighting network of a standard sound level meter, with corrections added for the time duration per event and the total number of events per 24-hour period.

Noise contours shall be shown in minimum increments of five decibels and shall be continued down to 65 db(A). For regions involving hospitals, rest-homes, long-term medical or mental care or outdoor recreational areas, the contours shall be continued down to 45 db(A). Conclusions regarding appropriate site or route selection alternatives or noise impact upon compatible land uses shall be included in the General Plan.

OVERVIEW

The State of California requires cities and counties to include a noise element in their general plans. The noise element must show contours of "present and projected noise levels" for major transportation systems, including highways and freeways, ground rapid transit systems, and ground facilities associated with airports under permit from the State Department of Aeronautics. The law further indicates that the agency responsible for the construction or maintenance of a major transportation facility must provide a statement of present and projected noise levels for the facility. The data for State Highway 4 have recently been received from the State Department of Aeronautics. The law further indicates that the agency responsible for the construction or maintenance of a major transportation facility must provide a statement of present and projected noise levels for the facility. The data for State Highway 4 has recently been received from the State Department of Transportation (CalTrans). Data has also been received from the Southern Pacific Railroad. Finally, the law requires that conclusions about compatible land uses and route selection related to noise impacts be made.

The mandate in the state law is to treat noise as a community problem and to seek solutions on a community level. This is appropriate, because even though most research on the effects of noise on people has given results on an individual physiological basis (e.g., loss of hearing, loss of sleep, hypertension), the creation of noise takes place at the community level. There are actions which individuals can take to protect themselves from noise, but very little they can do to control noise sources.

GOAL

Prevent any increase in noise levels over acceptable levels in all areas of Brentwood insuring appropriate noise standards through effective planning and land use regulations.

POLICIES

- a) Reduce the exposure of local residents to excessive transportation-generated noise levels wherever this is feasible from an economic and engineering standpoint.
- b) Give highest priority for noise reduction efforts to residential areas, schools, rest homes, and parks.
- c) Ensure that the construction of or alteration to any major transportation system incorporates noise abatement techniques into the design.

NOISE LEVEL EVALUATION

The conciseness and simplicity of the legal description in specifying a "noise element" obscures the complexity of issues actually involved in determining noise pollution.

Noise is a human problem, an individual's qualitative reaction to sound. The physical components of sound which contribute to this reaction (i.e., frequency, amplitude, duration, time of day) can be monitored to varying degrees of sophistication. However, the subjective response of people to noise stimuli, the composite effect of psychological and social stresses, varies greatly. The individual annoyance resulting from noise interference with speech, hearing, sleep and other functions is well documented. However, accurate projections at the community level, incorporating not only differences between people but differences in the ambient noise level (background noise fluctuations) present a formidable challenge.

The two major characteristics of acoustical physics, frequency and amplitude, play a complex role in determining the human conception of loudness. The ear does not respond equally to differing frequencies, amplitudes, and their inter-relation. A sound level meter which uses an "A" (frequency) weighting network to measure amplitude in dB (decibels) approximates, for reasons not clearly understood, the response of the human ear to noise. As a general guide to relative noise levels, Table I lists common noise sources and their associated dBA values.

The dBA readings for noise events are averaged over a period of time (duration). Various methodologies exist, with respective advantages and disadvantages, to "average" noise levels about highways, airports, industrial sites, and other sources. The "L-10" is a system developed by Bolt, Beranek and Newman, (a firm of acoustical engineers who have frequently conducted studies and research for the Federal government) to integrate the sound level readings from freeways and highways. This system is currently being adopted nationwide by state highway engineers, in response to a Federal mandate. "L-10" simply means level-10, which is that noise level exceeded 10 percent of the time for the period under consideration. By its nature it omits extreme and infrequent noise events, that is, high intensity events which occur less than 10 percent of the time. The "L-10" is the method used by the California State Department of Transportation in preparing the noise contour map for Route 4 through the Planning Area.

MEANS OF CONTROLLING NOISE

Effective noise control requires the cooperation of all levels of government, private firms, and individuals. Each can make different contributions towards making cities quieter places. There are four general categories of actions which can be undertaken to achieve noise abatement: 1) quiet the source of noise; 2) interpose barriers between the source of noise and the receiver; 3) protect the receiver; and 4) absorb the remainder. In the case of a highway noise problem, noise abatement actions might include one or more of the following:

- a) Changing the siting of new highways;
- b) Regulating the type of land use activity in adjacent areas by zoning and other regulations;
- c) Abating noise levels around existing highways by constructing barriers such as landscaped berms, walls or fences;
- d) Providing for collaboration with the State Department of Transportation by setting more stringent local design standards (i.e., road depression or elevation, more shielding, etc.) for proposed highways;
- e) Setting more rigorous acoustical requirements for requirements for buildings, especially residential uses and schools abutting the highway;

- f) Enacting more restrictive legislation on noise emissions from individual vehicles and/or enforcing existing standards more vigorously.

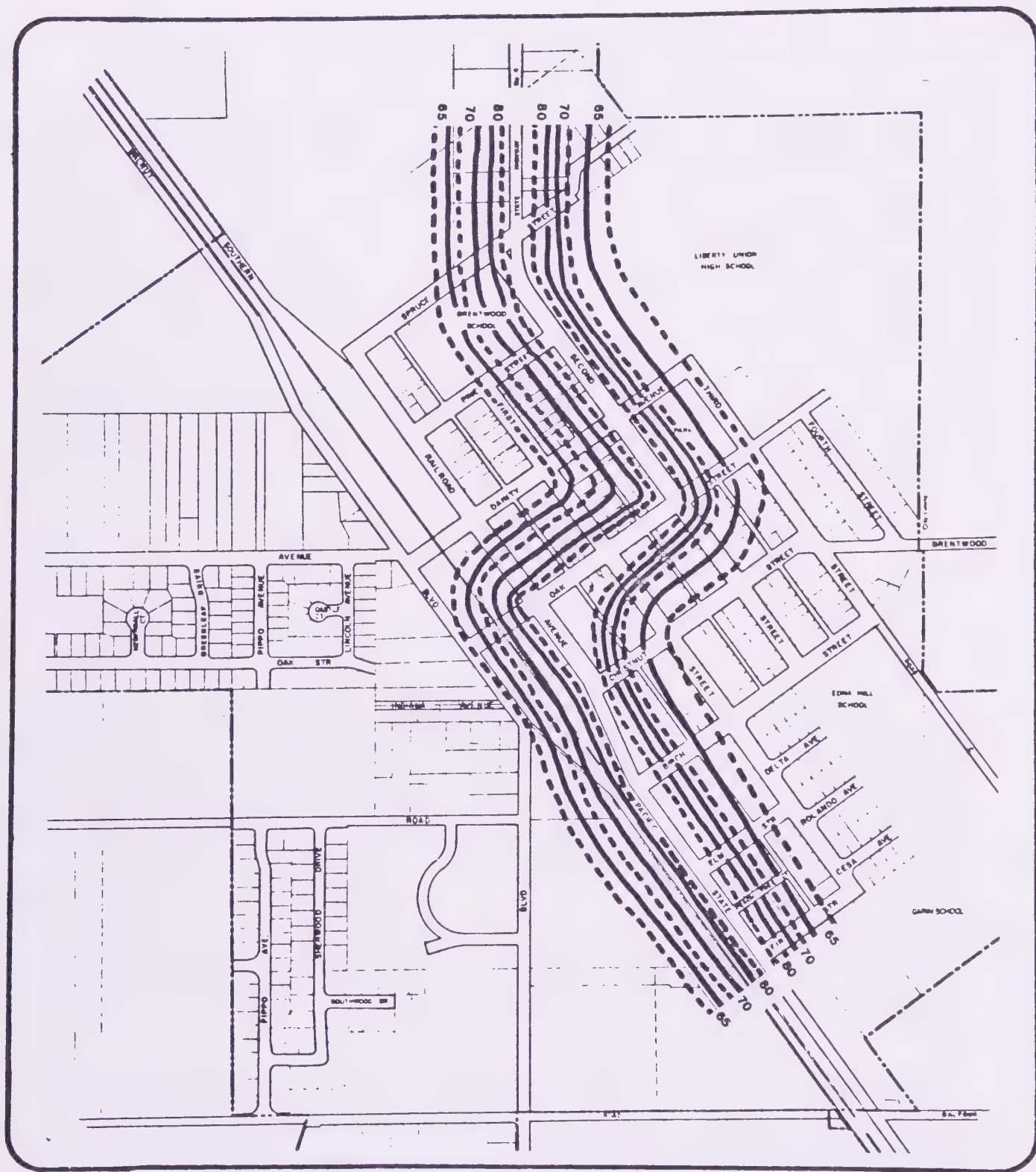
Considerations in selecting the most appropriate shielding method or combination of methods are: 1) cost; 2) amount of highway right-of-way available; 3) level of noise reduction desired; 4) aesthetics; 5) adjacent land uses, and 6) highway safety. In addition, it is sometimes possible to take noise abatement measures at the point where the noise is received. This is particularly appropriate when a highway exists prior to the development of adjacent lands. Fences, walls, or earthen berms can be constructed by the developer on privately owned land. Also, additional insulation of the structures themselves can sometimes be satisfactory in reducing interior noise to acceptable levels.

Obviously, all the methods outlined above are not feasible or desirable in every case. However, various combinations can be used to mitigate the effects of noise on people, and the best combination of actions for each case should be identified and pursued.

TRANSPORTATION NOISE CONTOURS

State Route 4, the major thoroughfare through Brentwood and the planning area, cuts through the middle of downtown Brentwood, and passes near four schools, several churches, and the major City park. The two right-angle turns, onto and off Oak Street in downtown, create a severe noise problem. Route 4 carries a high proportion of truck traffic, and as these trucks slow down to negotiate the turns the noise level they produce increases dramatically. The noise contour map provided by CalTrans shows a noise level (L-10) of 80 dBA in the portions of downtown adjacent to Route 4, a level which can be expected near heavily traveled freeways, and which undoubtedly has a deleterious effect on the shopping environment of Brentwood's central business district. Both the Liberty Union High School and the Brentwood School are also exposed to high noise levels. The school buildings fronting on Route 4 are exposed to 75-80 dBA, and those farther away from the road receive 65-75 dBA. The Garin School and Edna Hill School are not exposed to unacceptably high noise levels. The City's major park also fronts on Route 4 and is subject to noise up to 80 dBA on the side nearest the road. Almost the entire park is subject to at least 65 dBA. Many homes are also exposed to comparable noise levels. (See Figure 3).

Projected noise contours for 1995 (the dashed lines in Figure 3) indicate that noise levels will be even higher than they are now, as growth in the area produces higher traffic volumes. The map shows that many homes, as well as the Brentwood school and the Liberty Union High School, will be subjected to noise levels of 65-80 dBA. Almost all school structures will be affected. The Federal Highway Administration indicates that a reduction of 10 dBA can be expected inside any structure due simply to the existence of the structure, even with the windows open. This would theoretically reduce the noise level inside parts of the schools to the legally prescribed 55 dBA. However, the school



CONTOURS IN DECIBELS

- present
- - - projected (1995)

figure 3
NOISE CONTOURS

yard would still be too noisy, and many parts of the buildings would also be too noisy. Most of the park would also be subjected to unacceptably high noise levels.

Noise from operations on the Southern Pacific Railroad tracks is not as continuous as that from Route 4, but constitutes a source of noise of relatively loud volume. No direct noise measurements have been made of railroad operations in Brentwood, but other areas have been measured and analogies can be made. According to data supplied by the Southern Pacific Transportation Company, an average of 4-5 trains per day pass through Brentwood, traveling at approximately 55 miles per hour. Fifty percent of these operations are during nighttime hours (7 p.m. to 7 a.m.). From noise readings taken elsewhere,¹ it is reasonable to assign the following noise contours to Brentwood operations:

<u>Distance from track</u>	<u>dBA</u>
100 ft.	100-105
500 ft.	90-95
1,000 ft.	70-75

There are many homes and businesses within the 500 foot contour, as well as a portion of the Brentwood School. All of central Brentwood is within the 1,000 foot contour. However, the low level of operations is a mitigating factor in this case. A residence would have to be only 33 feet away from the tracks for noise exposure to be clearly unacceptable by HUD standards.² Any residence more than 180 feet from the tracks would fall into the "normally acceptable" zone. There are very few residences closer than 180 feet from the tracks, and almost all of these exposed to unacceptable noise from Route 4.

NOISE ABATEMENT PRIORITIES

Table 2 indicates acceptable exterior noise levels for various land uses. These uses and noise levels are grouped into four noise abatement priority classifications. Using this chart and the noise contour maps supplied by CalTrans, it is possible to determine the areas where greatest priority should be placed.

¹See Wyle Laboratories Report WCR 73-5, Assessment of Noise Environments Around Railroad Operations, July 1973, pp. 3-18 through 3-20.

²U.S. Department of Housing and Urban Development, Noise Assessment Guidelines, August, 1971, pp. 14-15.

TABLE 1: SOUND LEVELS FOR COMMON NOISES*

(Non-technical table for general perspective and background)

	<u>dB(A)</u>
Jet Plane, 100 feet away	130
Pneumatic Riveter	
Rock Music with Amplifier	120
Threshold of Feeling Pain	
Thunder; Danger of Permanent Hearing Loss	110
Internal Combustion Aircraft Engine, 15 feet away	
Boiler Shop; Power Mower	100
Subway Train Passing Station	
Orchestral Crescendo, 25 feet away; Noisy Kitchen	90
City Traffic (inside car); Pneumatic Drill, 20 ft. away	
Persistent noise impairs hearing for speech communication (85 decibels)	80
Busy Street	
Interior of Department Store	70
Automobile (average) at 35 to 40 mph	
Ordinary Conversation, 3 feet away	60
Vacuum Cleaner, 3 feet away	
Quiet Automobile at low speed	50
Average Office	40
Quite Office	
City Residence	30
Quiet Country Residence	20
Whisper, 5 feet away	
Rustle of Leaves	10
Threshold of Hearing	0

*Sound levels can be measured with a meter and expressed in decibels. When used this way, the decibel is based on a comparison with the faintest sound that can be heard. The decibel scale is logarithmic; decibel levels cannot be added arithmetically. An increase of 10 dB results in a doubling of perceived noise.

Source: Transmittal Notice, 1390.2, U.S. Department of Housing and Urban Development, Appendix 2, page 1, September 1, 1971.

TABLE II: NOISE ABATEMENT PRIORITIES

<u>Priority</u>	<u>Land Uses</u>	<u>Acceptable Exterior Noise Levels (L-10)</u>
1	Residential	65 dBA
	Parks and Open Space	65 dBA
	Hospitals	65 dBA
	Rest Homes	65 dBA
	Schools	65 dBA
2	Retail Commercial	65 dBA
	Offices and Banks	65 dBA
	Churches	65 dBA
	Governmental	65 dBA
3	Industrial	75 dBA
	Warehousing	75 dBA
4	Essentially Undeveloped and Unused	---

Source: Developed by DUNCAN & JONES

ACTION PROGRAM

To implement this element the City of Brentwood should:

- 1) Investigate possible acoustical treatment of existing structures and the possibility of requirements for acoustical treatment of new commercial and residential structures.
- 2) Review all future school sites and additions to assure protection from high noise volumes and require appropriate locations and noise shielding.
- 3) Investigate possible routes for re-directing through truck traffic away from the City center.
- 4) Adopt standards for acoustical treatment of new apartment construction.
- 5) Evaluate the desirability of adopting a comprehensive noise control ordinance such as the model noise ordinance suggested by the League of California Cities in their recent Quiet City Report.

SAFETY

AUTHORITY

The California Government Code, Section 65302.1 states: The general plan shall also include, in addition to the elements specified in Section 65032, a safety element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazards.

OVERVIEW

The objective of this element is to introduce safety considerations into the planning process in order to reduce loss of life, injuries, damage to property, and economic and social dislocation resulting from these hazards. The Safety Element addresses non-seismically related hazards, while the Seismic Safety Element is only concerned with earthquake-related hazards. However, this distinction does not mean that some of the conditions and principles discussed in the Safety Element do not apply to Seismic Safety, and vice-versa. In such cases, reference will be made to the element in which the discussion is the more detailed and complete.

GOAL

Provide the citizens of Brentwood an environment that is reasonably safe from unrecognized hazards and unexpected disasters.

POLICIES

- a) The City of Brentwood recognizes that there are hazardous geologic and fire conditions in parts of its planning area, and that it is the function of the City, in carrying out its mandate to protect the health, safety and welfare of its residents, to reduce such potential hazards to life and property to the greatest practical extent.

EXISTING CONDITIONS

FIRE

Fire protection is provided by the Brentwood Fire Protection District, an all-volunteer fire company with 36 members. It participates in a mutual aid agreement with surrounding districts. The District has three pumper trucks, two tank trucks, and a multi-use utility and rescue vehicle. Most vehicles are equipped with four-wheel drive for access to most parts of the hill areas to the west of the City.

Water supplies for the City of Brentwood are provided by five municipally-owned wells which have a combined capacity of 3,000 gallons per minute. The City's normal water demands are easily met by these wells. The City maintains one water storage tank, with a 100,000 gallon capacity. Water pressure is adequate for fire fighting needs. Hydrants are located in all parts of the City.

Within the City, the greatest fire danger would be caused by fire spreading through dry grass and brush in unattended lots and from house to house in areas where there are older, wooden houses not built to today's standards of side yards and setbacks.

Outside the urbanized portion of the planning area, brush and grass fires are a problem, mostly in the dry summer and early fall months. The western portion of the planning area is rated class III for critical fire weather frequency (the most severe).^{*} This means that, regardless of slope, lands with scrub or woody cover represent extreme fire hazard, and grasslands on steep (above 61 percent) slopes represent high fire hazard. As there is little development in the hilly areas which have these types of cover, there is little danger to property. However, fires which destroy the plant cover on hillsides create a potential for secondary problems, such as increased surface runoff and slope instability.

GEOLOGIC CONDITIONS

Most of the planning area, including the City of Brentwood itself, is located in the San Joaquin Valley on flat, poorly consolidated alluvial soils. The most significant hazards posed by this formation are seismically-related and are discussed in the Seismic Safety Element.

* State of California, Dept. of Conservation, Division of Forestry, An Evaluation of Efforts to Provide Fire Safety to Development and Occupancy Within the Wildlands of California.

The hills in the western portion of the planning area are composed of weathered bedrock and colluvial deposits covered by grasses and scrub. These formations are relatively stable as long as they are left in their natural state. The cut and fill operations necessary for urban development such as roads and houses can significantly increase the landslide potential of these hills, particularly in the winter months when there are frequent rains. (The presence of water reduces the cohesive properties of soil). This potential landslide danger exists regardless of seismic activity.

FLOODS AND WATER TABLE

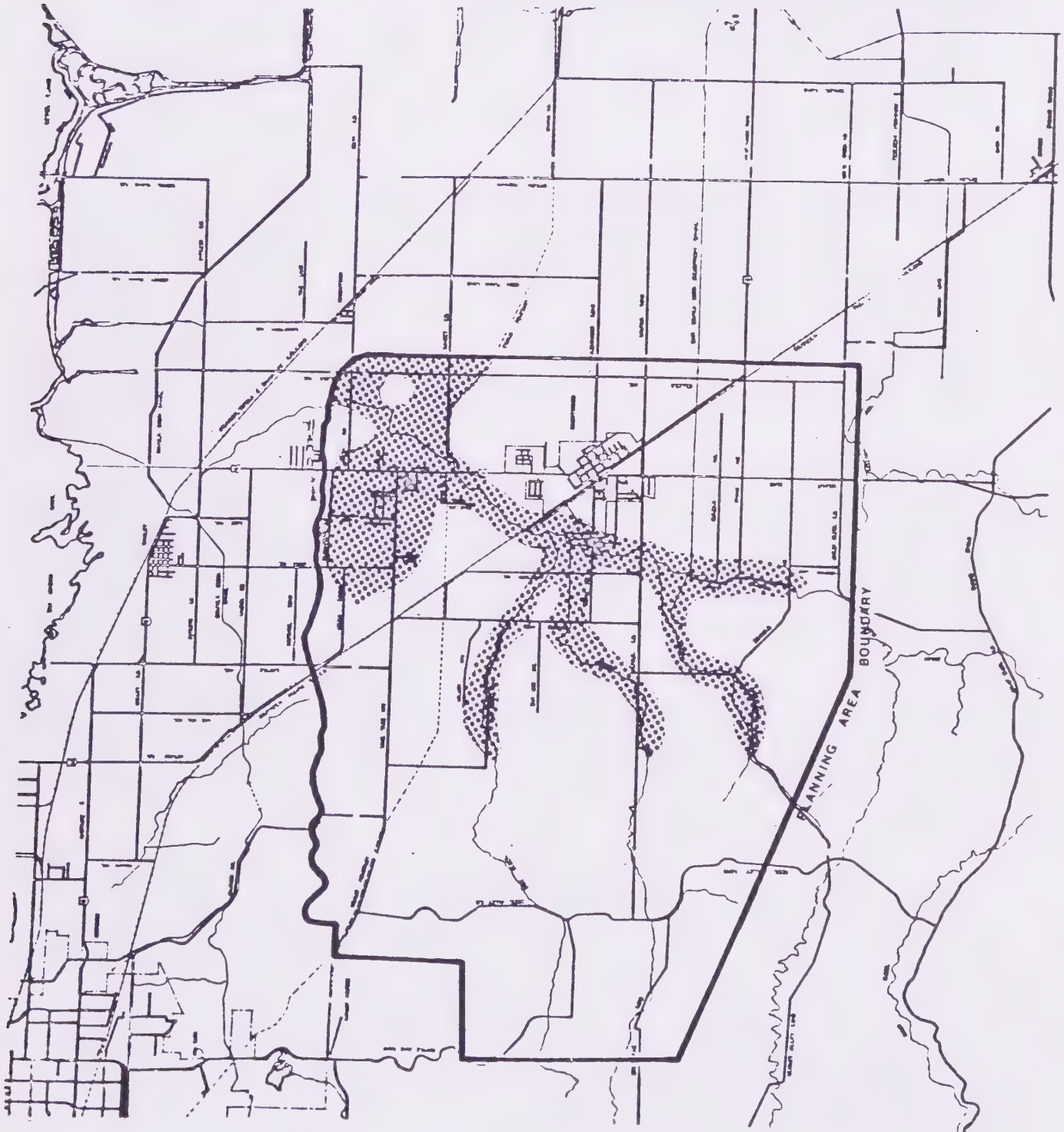
The Marsh Creek watershed to the west of the incorporated area of Brentwood poses a significant flooding hazard to Brentwood. The channel improvements and dam on Marsh Creek are constructed to accommodate a 50-year flood, but not a 100-year flood. The 100-year flood plain, shown in figure 4, includes the western edge of the city itself, and large areas of agricultural land. Urban development which lies within the flood plain would be likely to suffer serious damage in the event of such a flood. A general rule of thumb for flood plain development is to limit 50-year flood plains to agricultural uses only and to place restrictions on urban development within 100-year flood plains.

The valley mineral soils which underlie the planning area present moderate to severe drainage problems due to their high clay content and tendency to form an impermeable subsoil layer. These soil properties, combined with the concentration of yearly rainfall in the winter months, create drainage difficulties in most parts of the planning area. Standing water on poorly drained land (for example, the area just east of Brentwood) from direct rainfall is a common occurrence. Flood conditions are not necessary for this problem to occur.

The same soil characteristics which create drainage problems also create high groundwater levels. During the winter months, the water table may be as high as two feet below the surface. Thus there is a significant possibility of groundwater contamination from septic tanks, and, to a lesser extent, from seepage from sanitary sewers.

FLOOD INSURANCE

The Flood Disaster Protection Act of 1973 expands the federal insurance program begun in 1968. This program, administered by HUD, requires that all communities identified as having flood-prone areas (i.e., within 100-year flood plains) or landslide prone areas adopt land use measures - a building permit system if one is not in effect, and a commitment to evaluate flood and landslide hazards insofar as they are identifiable at the time of issuance of permits - in order to become eligible for flood insurance. The insurance may then be purchased by the individual in the flood-prone area. Purchase is not mandatory; however, it is mandatory for the community to participate in the program before an individual can obtain the insurance.



Source : USGS Interpretive Report 4
SFBRRPS

figure 4
FLOOD PRONE LANDS

The incentives to participate in the program are the provisions in the Act that: 1) no federal financial assistance (e.g. FHA and VA mortgages) for acquisition or construction in a flood-prone area may be given unless the community in which it is located is a participant in the program; and 2) the flood insurance program replaces disaster aid. The City of Brentwood is a participant in this federal program and homeowner's can now obtain flood insurance.

EMERGENCY PLANNING

The primary responsibility for "disaster" or "emergency" planning rests with the county, which provides coordination and communication during the actual time of emergency and also acts as liaison between Federal and State agencies and the local community for purposes of direct aid and distribution of disaster funds. The Contra Costa County Office of Emergency Services has prepared a county-wide emergency plan which details the continuity of government in a disaster situation, and which provides a framework for operations. The local jurisdiction has operational authority in a disaster. Thus, while Brentwood's emergency plan must complement the County's, it is also appropriate for it to contain more specific plans such as locations for shelter, food distribution, and medical care; evacuation routes; and personnel assignments.

ACCEPTABLE RISK*

The hazards discussed in this element (fire, floods, and landslides) are subject to either prediction or occurrence or control to some degree. For example, it is known that the tendency for landslides to occur is increased by cuts made at an angle of the bedding plane of the rock. Thus, the risk of danger to life or loss of property from the occurrence of a landslide can be lowered by prohibiting the cutting of slopes for development, or be virtually eliminated by forbidding any development at all (thus minimizing danger from landslides triggered by natural conditions). The risk of injury loss of life and damage to property from floods can also be minimized by taking the presence of flood hazard into account when building on flood plains. The terms "50-year flood" and "100-year flood" can be misleading. They do not mean that floods of a certain magnitude will occur precisely every 50 or 100 years. They do mean that on the order of every 50 or 100 years, floods of at least a certain magnitude can reasonably be expected to occur. However, there could conceivably be two 50 year floods in one season, or in two consecutive seasons. There could also be a period of well over 50 years in which the predicted flood did not occur. Flood plain designations are based on an expectancy, not a certainty. With the expectancy in mind,

* The concept of acceptable risk is discussed in greater detail in the Seismic Safety Element.

the decision as to what types of structures should be permitted, and the amount of investment it is reasonable to make to protect such structures, can be made. A temporary structure would be unlikely to suffer from such a location even without protection; a home or other building with a 30-50 year life expectancy might very well be subject to a serious flood and require an investment of up to ten or twenty percent of its value in order to be made safe under flood conditions. (The entire investment could be lost if no protection were constructed). This extra investment may be the deciding factor in whether or not the structure is built. Risk of danger from fires can also be minimized by avoiding development in fire-prone areas and by the use of measures such as fire breaks, weed abatement and brush clearance programs.

AGENCIES INVOLVED IN PUBLIC SAFETY ACTIVITIES

Included in the following list are various federal, state and local agencies that are involved in public safety in the Brentwood area:

- Federal Bureau of Investigation
- U.S. Military Service
- California Highway Patrol
- State of California, Division of Mines & Geology
- State of California Office of Emergency Services
- State of California Air Resources Board
- Bay Area Regional Air Quality Control Board
- Contra Costa County Sheriff's Office
- Contra Costa County Building Inspection Department
- Contra Costa County Health Department
- Contra Costa County Mosquito Abatement District
- Contra Costa County Department of Agriculture
- Brentwood Fire Protection District
- Brentwood Police Department

ACTION PROGRAM

To implement this element, the City of Brentwood should:

- 1) Adopt flood plain development regulations (perhaps in the form of flood plain overlay zoning) which require suitable measures for the safety of lives and property to be taken as a prerequisite to building.
- 2) Adopt special hillside development policies for the western portion of the planning area, limiting cut and fill operations and prohibiting development which is rendered more hazardous by fire danger (e.g. oil tanks).
- 3) Maintain a brush clearance and weed abatement program for Brentwood in order to reduce hazards from fires in the City itself.

- 4) Institute a fire safety information program for homeowners.
- 5) Restrict the use of on-site sewage disposal (septic tanks) to sparsely settled parts of the planning area, not designated for future urbanization of average density.
- 6) Carry out an analysis of hazardous conditions in the City and institute a correction and enforcement program.
- 7) Incorporate considerations of community safety in the review of all development and design proposals.
- 8) Prepare a plan and implementation program to develop standby power, pumps and emergency storage capacity in the City water system sufficient to assure adequacy in significant emergency conditions.



City of Brentwood

General Plan: Housing Element

1982-83

CITY OF BRENTWOOD

GENERAL PLAN: HOUSING ELEMENT

Prepared for:

**City of Brentwood
1982-83**

Prepared by:

**Sheila Brutoco & Associates, Inc.
Planning and Environmental
Consultants**

**Christine L. Haw
Citizen Participation Coordinator**

**Graphics by:
Sand Dollar Designs**

CITY COUNCIL
RESOLUTION NO. 83-26

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BRENTWOOD ADOPTING THE 1982 CITY OF BRENTWOOD HOUSING ELEMENT.

WHEREAS, the State of California has mandated that Cities prepare, adopt and maintain a comprehensive Housing Element of their General Plan to be prepared in accordance with Section 65580 et. seq. of the Government Code; and

WHEREAS, the City of Brentwood has prepared a Draft Housing Element in accordance with the State mandated guidelines; and

WHEREAS, said Draft Housing Element has been distributed to interested agencies for public review and comment and has also been submitted to the State of California Department of Housing and Community Development for their mandated review; and

WHEREAS, the State of California Department of Housing and Community Development in their letter dated April 27, 1983 have found that the City of Brentwood's Housing Element will comply with the State Housing Element Laws; and

WHEREAS, the City of Brentwood has considered the Housing Element in accordance with the California Environmental Quality Act and determined that adoption of the Element will not have a significant effect on the environment and is therefore issuing a Negative Declaration in accordance with the California Environmental Quality Act Guidelines; and

WHEREAS, the City of Brentwood Planning Commission and City Council has conducted various workshops and public hearings and has considered public testimony on the Draft Housing Element.

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Brentwood that the 1982 City of Brentwood Housing Element to the General Plan is an adequate document designating the City of Brentwood's housing policies for the future and is therefore adopting said Housing Element.

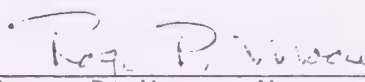
PASSED AND ADOPTED by the City Council of the City of Brentwood at its regular meeting of Tuesday, June 14, 1983 by the following vote:

AYES: Councilmember Gambel, Guise, Palmer and Mayor Moore

NOES: Councilmember Ghiselli

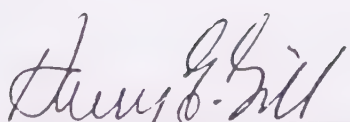
ABSENT: None

Approved:



Roger P. Moore, Mayor

Attest:



Harry E. Gill, City Clerk.

PLANNING COMMISSION
RESOLUTION NO. 83-13

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BRENTWOOD RECOMMENDING ADOPTION OF THE 1982 CITY OF BRENTWOOD HOUSING ELEMENT.

WHEREAS, the State of California has mandated that Cities prepare, adopt and maintain a comprehensive Housing Element of their General Plan to be prepared in accordance with Section 65580 et. seq. of the Government Code; and

WHEREAS, the City of Brentwood has prepared a Draft Housing Element in accordance with the State mandated guidelines; and

WHEREAS, said Draft Housing Element has been distributed to interested agencies for public review and comment and has also been submitted to the State of California Department of Housing and Community Development for their mandated review; and

WHEREAS, the State of California Department of Housing and Community Development in their letter dated April 27, 1983 have found that the City of Brentwood's Housing Element will comply with the State Housing Element Laws; and

WHEREAS, the City of Brentwood has considered the Housing Element in accordance with the California Environmental Quality Act and determined that adoption of the Element will not have a significant effect on the environment and therefore recommends issuance of a Negative Declaration in accordance with the California Environmental Quality Act Guidelines; and

WHEREAS, the City of Brentwood Planning Commission has conducted various workshops and public hearings and has considered public testimony on the Draft Housing Element.

NOW, THEREFORE, BE IT RESOLVED, by the Planning Commission of the City of Brentwood that the 1982 City of Brentwood Housing Element to the General Plan is an adequate document designating the City of Brentwood's housing policies for the future and therefore recommends to the City Council of the City of Brentwood adoption of said Housing Element.

PASSED AND ADOPTED by the Planning Commission of the City of Brentwood at its regular meeting of Tuesday, May 17, 1983 by the following vote:

AYES: Commissioners Jepson, Clarke, Day and Vice-Chairman Enos

NOES: None

ABSENT: Chairman Lynch

Approved:
Ronald J. Enos

Ronald J. Enos, Vice-Chairman

Attest:

Robert Selders
Robert Selders, Planning Director

PREFACE

Purpose

The Housing Element of the General Plan provides a statement of Brentwood's housing policies. It sets forth a framework to guide decision making on housing issues and establishes an action program to allow the City to address and resolve its housing problems and needs. The housing goals and policies described in the 1978 Housing Element remain essentially the same, but they have been augmented by an expanded program effort which responds to current housing needs.

The contents of the Housing Element also reflect changes in state legislation. Section 65583 of the California Government Code requires that housing elements contain an identification and analysis of existing and projected needs including: the locality's share of the region's housing need; household characteristics including level of payment compared to ability to pay; an inventory of land suitable for residential development; an analysis of governmental and nongovernmental constraints upon the maintenance, improvement and development of housing for all income levels; an analysis of any special needs; and an analysis of energy conservation opportunities. Also the housing element goals, policies, quantified objectives, and scheduled programs are to establish the maximum number of housing units that can be constructed, rehabilitated and conserved over the time frame of the element.

Updated every five years, this document focuses efforts on the provision and preservation of housing for all economic segments and explores new alternatives. It is a viable planning tool for government decision makers and for those in the private sector involved in the development, improvement and marketing of housing.

Contents

Brentwood's Housing Element contains the following sections:

- Summary of issues and a statement of goals, policies and implementation programs. A time frame and strategy for implementation is included (pages I-1 through I-13).
- Introduction which summarizes the existing housing situation in Brentwood and outlines priorities for meeting housing needs.
- Analysis of the City's housing needs and problems related to each goal. Constraints which compound the problems are identified. Alternative actions are discussed followed by a restatement of policies and specific actions recommended to achieve the goals.

Data Sources

The data used in this Element was taken from the 1975 Special Census, State Department of Finance, the 1970 and 1980 U.S. Censuses, reports on the Redevelopment Agency prepared by Associated Townplan Consultants, Inc., background data for The General Plan Refinement prepared by WPM Planning Team, and internal records kept by the City. For the purposes of this report, these sources have the best available data. Other data sources include Contra Costa County Planning Department reports, realtors, developers, and the Association of Bay Area Governments' (ABAG) projections.

Acknowledgements

In addition to the consultants, a variety of participants provided their time and input to the preparation of the Housing Element. The following individuals deserve special acknowledgement.

City Council

Mayor - Roger Moore

Vice Mayor - Catherine Palmer

George G. Gambel

Bruce C. Ghiselli

Barbara J. Guise

Planning Commission

Chairman - Randy Lynch

Mimi Clarke

Larry Day

Craig Jepson

Ronald Enos

Robert Pederson*

Cover Photo

Geddes Family in front of Old
Brentwood Hotel, Circa 1903

From the library of Zella and
Charles Weeks

Staff Participants

Harry E. Gill - City Manager

Robert Selders - Planning Director

Lisa Williams - Planning Secretary

* Chairman and Commissioner through December, 1982.

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WALLACE HOUSE (BATESEL RESIDENCE) 828 RAILROAD AVE., BRENTWOOD, CIRCA 1890

I

BRENTWOOD'S HOUSING PROGRAM:

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS

SUMMARY

The Housing Element's goals, policies, and programs establish the direction and indicate the actions the City will take to meet its needs. Goals express ideals, policies guide the programs toward the goals and programs are implementation strategies to achieve goals. Brentwood recognizes the difficulty in meeting all its identified needs. However, the programs are designed to enable the City to make a maximum effort to meet its needs and provide for a share of the regional housing needs of all economic segments. The goals, policies, and programs focus on providing an adequate supply of housing for all economic segments, maintaining and preserving the existing supply and promoting accessibility.

The City's housing program is also structured to overcome existing constraints to the production and preservation of a range of housing types. The central issues and constraints impacting housing in Brentwood are the following:

- . Maintenance of Affordable Housing
There is a supply of existing affordable housing, both owner occupied and rentals, which should be maintained as affordable. However, current economic realities make this difficult.
- . Need for Economic Development
The City is presently a bedroom community. Additional economic development is necessary to balance the jobs and housing ratio.
- . Need to Attract Higher Income Households
There is also a need to attract above moderate income households to Brentwood to achieve a better proportion among various income groups.
- . Condition of Existing Housing Supply
Rehabilitation needs exist in the older areas of the City. Programs to preserve and upgrade the current supply of housing are essential.
- . Conditions Prevalent in the Housing Market
The prevailing conditions of the housing market, such as the shortage of loan money and high interest rates, are curtailing housing production.
- . Land Use Alternatives
There is an adequate supply of vacant land. Development pressures must recognize the need to protect prime agricultural land. Other types of development: commercial,

industrial and residential, should be directed away from agricultural uses. Incompatibilities in City and County zoning need resolution in order to preserve the agricultural viability of County lands adjacent to Brentwood.

- Infrastructure
The water distribution system in the downtown is out of date and some lines need replacement. Improvements are necessary to encourage revitalization of the downtown.
- Rental Housing
Additional rental construction is needed as a source of affordable housing. Financing and costs make non-subsidized new rental construction almost an impossibility.
- Elderly and Starter Housing
As rents increase, affordable rental housing for the elderly on fixed incomes is difficult to find. Young families are also having trouble finding affordable ownership housing. There is a need for both types (elderly and starter housing) in Brentwood.

Brentwood will be able to meet and resolve some of these issues through the use of local powers. For example, participation in subsidy programs preserves affordability and encourages rehabilitation, the establishment of a Redevelopment Agency stimulates economic growth and enables infrastructure improvements, the enactment of ordinances or policies related to rental and mobile home conversions preserves the existing supply of rentals, zoning for large lot developments in parts of the fringe area attracts upper income households, and participation in the County's mortgage revenue bond program provides affordable ownership housing.

The City has always provided a source of affordable housing through the use of its local powers as well as assisted housing programs. There are currently 130 low income households receiving assistance under the Section 8 Existing Program and 44 low income households living in public housing. Under these two programs alone, approximately 11% of the 1,628 estimated 1982 households in Brentwood are receiving housing assistance. In addition, another 9% of the 1982 households or 150 low and moderate income homeowners are receiving mortgage assistance through Farmers' Home Administration Section 502 Loans and 2% are receiving assistance from purchasing homes under a mortgage revenue bond program in which Brentwood participated with the City of Pittsburgh.

In addition to the Section 8 Existing Program and the Farmers' Home Administration Section 502 Program, ongoing housing programs and activities include participation in: the Community Development Block Grant (CDBG) Program, the California Housing and Finance Agency's Home Ownership and Home Improvement Program (HOHI), and Contra Costa County's mortgage revenue bond program. The City has recently annexed land to provide police and fire services for 18 housing units affordable to migrant and/or seasonal farmworkers. The units were occupied in 1982. Brentwood can meet about 29% of its very low and low income

affordability needs over a five year period. Including replacement and overcrowding needs, there will be an estimated 887 very low and low income households in need in 1985. Low and very low income needs will be met through the following: an additional 30 households assisted under the Section 8 Existing Program; an additional 5 low income family households assisted under FmHA Section 502; 100 elderly households assisted under the Section 202 Program; 23-28 low income migrant or seasonal farmworker households assisted by the United Council of Spanish Speaking Organizations through state and federal grants; 10 households under the HOHI Program (if funding is available); 30 family households assisted through purchasing the manufactured housing planned by Pacific Community Services, Inc., 3-5 households under the Second Unit Ordinance (if used by homeowners), and 5 households under the density bonuses allowed by the State (if used by developers).

Based on estimates that there will be 204 moderate income households with affordability needs in 1985, Brentwood's housing program will meet 54% of moderate income affordability need. Approximately 50 households can be assisted through the County's mortgage revenue bond programs in 1982 and 1983, 35 households will be assisted through the manufactured housing planned and about 5-15 moderate income households can be assisted under FmHA Section 502. About 3-5 additional mobile homes could provide moderate income housing and 5 moderate income households could be assisted through density bonuses (if used by developers). Land use changes and redevelopment will promote the development of above moderate income housing.

Rehabilitation needs will be met through participation in the Community Development Block Grant (CDBG) Program, the Section 8 Moderate Rehabilitation program, and Farmers' Home Administration Section 504. It is anticipated that the following units can be rehabilitated annually: 8 units under the CDBG Program, 1-2 units with Section 8 Moderate Rehabilitation, and 1 under Farmers' Home Administration Section 504. These programs will enable Brentwood to meet 10% of its identified rehabilitation needs annually. The Redevelopment Agency will also stimulate private rehabilitation efforts.

The housing program also addresses constraints. Infrastructure constraints are partially mitigated through development fees and grants. The Redevelopment Agency will also provide funds for necessary capital improvements. The major constraint to development, the existing condition of the housing market, requires the combined efforts of the public and private sector to resolve and includes such activities as issuing mortgage revenue bonds.

An important component of the City's housing program is to insure that all housing types be integrated into the community in order to maintain Brentwood's existing character. New construction and rehabilitation should emphasize quality of housing. Quality is not determined by density or size, or even amenities. It is more closely related to design. The City will use its development approval process to maintain community character and quality in its housing.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO ACHIEVE AN ADEQUATE SUPPLY OF HOUSING FOR ALL GROUPS

GOAL:

- I. It is the goal of the City of Brentwood to provide a range of housing types and programs to enhance the City's living environment and provide housing alternatives for all economic segments of the community.

POLICIES:

- A. Encourage economic development to balance the jobs and housing ratio.
- B. Pursue available County, state and federal subsidy programs that provide housing opportunities to meet the needs of non-market rate households.
- C. Identify: (1) specific low density areas to encourage upper income households to locate in Brentwood and (2) scattered higher density sites to enable development of assisted housing mixed with market rate housing.
- D. Preserve the existing supply of rental apartments by adopting a conversion ordinance.
- E. Establish a mobile home conversion policy to preserve the current supply of mobile homes.
- F. Maintain development fees at a rate sufficient to finance infrastructure improvements.
- G. Resolve the differences in City and County zoning to preserve County agricultural lands from parcelization which would destroy their viability.

PROGRAMS:

1. Conduct an annual inventory of land to determine if sufficient land exists to meet housing needs for a range of economic segments. Rezone and/or annex, if necessary.
2. Designate priority sites for estate developments and non-market rate developments through the General Plan update and Housing Element revision. Make this information available to developers.
3. Continue efforts to resolve zoning incompatibilities between the City and County.

4. Continue to use Planned Developments and mixed uses to allow for a better use of densities.
5. Continue to permit multifamily uses in R-1 Zoning Districts if the development proposed is compatible with existing uses.
6. Work with the Department of Housing and Urban Development (HUD), Contra Costa County and/or other sponsors of non-market rate housing to identify housing sites.
7. Apply for Community Development Block Grant and other available subsidies to assist in the provision of necessary infrastructure improvements. Also continue to use development fees to finance infrastructure improvements.
8. Review, on a case by case basis, the feasibility of exempting non-market rate units in new developments from a portion of development fees.
9. Adopt a condominium conversion ordinance designed to preserve the existing supply of rentals by: prohibiting conversions when the rental apartment vacancy rate is below 3%; allowing conversions when the rental apartment vacancy rate is between 3% and 5% (if the developer provides 20% of the units at non-market rate prices or rents); and allowing any conversion when the rental apartment vacancy rate exceeds 5%.
10. Adopt a mobile home conversion policy designed to preserve the existing supply of mobile home rental spaces by requiring the applicant to finance a study of the impacts of such a conversion. Mitigation measures such as below market rate units or in lieu fees to accomplish the same objective should be required.
11. Participate in the County sponsored mortgage revenue bond program to assist 25 moderate income households in 1982 and approximately 25 households in 1983.
12. Continue to participate in the Section 8 Existing Program to assist 160 very low and low income households by Fiscal Year 1986-87. The City currently assists 130 very low and low income households under this program.
13. Continue to encourage economic development by implementing the redevelopment plan, designating industrially zoned lands in the General Plan and making information available on Pacific Community Services' Revolving Loan Fund and other services for small businesses.

14. Work with private developers of below market rate housing to select a site for a manufactured housing development of 130 units. Approximately 13 units will be for very low income households, 52 units will be for low income households and 65 will be for moderate income households.
15. Assist an additional 5 low and 5-15 moderate income households through the Farmers' Home Administration (FmHA) Section 502 Program. Publicize the program in the local paper.
16. Work with the United Council of Spanish Speaking Organizations to permit development of an additional 5-10 units of housing for migrants and seasonal farm workers at the Blue Goose Labor Camp. This area was annexed in 1982 and 18 units are currently occupied.
17. Work with non-profit developers of Section 202 housing to locate a site for 100 elderly units.
18. Assist 2 households per year under the California Housing and Finance Agency's Home Ownership and Home Improvement Loan Program. The City will publicize the program. (CHFA works directly with developers.)
19. Study the feasibility of allowing second units and adopt an ordinance regulating second units as required by State legislation. Approximately 3-5 low income units could be generated if homeowners took advantage of this ordinance.
20. Make available to developers information on density bonus increases in which increases are permitted if low and moderate income units are included in developments. Approximately 5 low income and 5 moderate income units could be constructed if developers took advantage of this State legislation.
21. The City will also develop procedures for processing applications for density bonus increases. The procedures will include reviewing the proposal's relationship to the sites identified in Figure 23 of this report as sites suitable for higher density residential development.
22. Continue to allow mobile homes in residential zones. Approximately 3-5 additional mobile homes could be present by 1985.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

GOAL:

- II. It is the goal of the City of Brentwood to improve the condition of the City's existing housing stock so that safe and decent housing is available for all residents.

POLICIES:

- A. Cooperate with lending institutions to obtain funds for development or rehabilitation if possible.
- B. Participate in available rehabilitation programs.
- C. Protect historically important structures.
- D. Encourage energy conservation features be incorporated into the design of residential developments.

PROGRAMS:

- 1. Continue the existing level of code enforcement.
- 2. Continue participation in the CDBG Program to rehabilitate 8 homes annually.
- 3. Publish information through the local papers on the availability of Section 8 Moderate Rehabilitation funds and Farmers' Home Administration Section 504 funds. Continue to rehabilitate 1-2 units per year through each of these programs. Coordinate efforts with organizations who can assist in generating interest in all rehabilitation programs. Investigate the availability of funding rehabilitation for rentals under such programs as: Farmers' Home Administration Section 514, 515, and 516; AB 333 funds and HUD's Section 221 d (3) & (4).
- 4. Establish policies regarding the use of tax increment funds for housing rehabilitation or replacement. The City could contract with a public or private agency to manage these funds. A report on alternatives must be provided initially to the Commission and Council recommending a course of action designed to accomplish policy objectives.

developers of market rate units to include a portion of their units at below market rate prices; or

- contracting with a rehabilitation specialist to manage the City's rehabilitation programs; or
- using City revenues to acquire a site for replacement housing.

5. Establish a development review policy or programs designed to protect historically significant structures. The program could be incorporated into the development review process to cover such items as the age of the structure, the condition, etc. The program could also identify and designate structures to be preserved as part of Brentwood's historical past.
6. Determine the necessity of developing an Energy Element or Ordinance. Care should be taken that energy saving features do not impact housing affordability.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO INSURE A SUFFICIENT DISTRIBUTION OF HOUSING

GOAL:

- III. It is the goal of the City of Brentwood to insure, as required by state law, that all persons regardless of age, race, sex, cultural origin, marital status, or physical handicaps are provided a choice of locations within the community.

POLICY:

- A. Eliminate all barriers that prevent a free choice in housing.

PROGRAMS:

1. Provide a referral service to link those experiencing discrimination in housing with private groups such as Pacific Community Services Inc., who handle complaints against discrimination and landlord-tenant issues.
2. Continue to review landlord-tenant complaints as needed.

**TIME FRAME FOR IMPLEMENTATION
OF HOUSING PROGRAM:
FISCAL YEAR 1982-1983 TO 1986-1987**

Action	Responsible Agency	Funding Source	Time Frame
<u>An Adequate Supply of Housing for All Groups:</u>			
Conduct annual inventory of land to determine if sufficient land exists to meet housing needs for all economic segments.	Planning Director's report to Planning Commission	Staff time	1983 (annually)
Designate priority sites for estate developments and non-market rate developments	Planning Director's recommendations to Planning Commission	Staff time	1982
Continue efforts to discuss zoning incompatibilities between the City and County	Planning Director & City official continue meeting with Board of Supervisor representative to resolve this issue.	Staff time	1983
Continue to use Planned Developments and mixed uses to allow for a better use of densities.	Planning Director, Planning Commission	Staff time	1982 (ongoing)
Continue to permit multifamily uses in R-1 Zoning Districts if the development proposed is compatible with existing uses.	Planning Director, Planning Commission, City Council	Staff time	1982 (ongoing)
Work with HUD, the County, and/or other sponsors of non-market rate housing to identify housing sites.	Planning Director	Staff time	1982 (ongoing)
Apply for CDBG subsidies and use development fees for infrastructure improvements.	Planning Director	Staff time	1982 (annually)
Review on a case by case basis the feasibility of exempting non-market rate housing from a portion of development fees.	Planning Director's report to Council & Commission	Staff time	1982 (ongoing)

TIME FRAME FOR IMPLEMENTATION
OF HOUSING PROGRAM:
FISCAL YEAR 1982-1983 TO 1986-1987

Action	Responsible Agency	Funding Source	Time Frame
Adopt a condominium conversion ordinance.	Planning Director drafts ordinance for Commission and Council adoption	Staff time	1982
Adopt a mobile home conversion policy.	Planning Director drafts policy for Commission and Council adoption	Staff time	1983
Participate with the County in their mortgage revenue bond program to assist 25 low and moderate income households in 1982 and 25 in 1983.	City Council approval	Staff time Mortgage Revenue Bonds	1982 & 1983
Continue participation in the Section 8 Existing Program to assist 30 additional very low and low income households by 1986-87.	City cooperates with County Housing Authority	Staff time HUD Section 8	1982 (ongoing)
Continue to implement the redevelopment plan and other activities to encourage economic development.	Planning Director through Commission & Council & Redevelopment Agency	Staff time	1982 (ongoing)
Work with private developers of below market rate housing to select sites for a manufactured housing development of 130 units (65 of which will be for non-market rate households).	Planning Director reviews & presents project to Planning Commission and City Council	Staff time Rural Pre-Development Loan Fund, CDBG funds	1982-83
Publicize the FmHA Section 502 Program to assist 10-25 additional low and moderate income households within 5 years.	Planning Director provides publicity in local papers	Staff time FmHa Section 502	1982 (ongoing)

TIME FRAME FOR IMPLEMENTATION OF HOUSING PROGRAM: FISCAL YEAR 1982-1983 TO 1986-1987

Action	Responsible Agency	Funding Source	Time Frame
Work with United Council of Spanish Speaking Organizations to permit development of an additional 5-10 units of housing for migrants and seasonal farmworkers. 1st Phase completed in 1982 with 18 units.	City provides police & fire services. Planning Director reviews proposals	HUD, CDBG, and HCD Pre-Development Loan Fund	1982-1st phase 1984-87 - 2nd phase
Work with non-profit developers of elderly housing to provide 100 units.	Planning Director contacts developers and reviews sites	Section 202/ CDBG Section 8	1983-85
Assist 2 households annually through CHFA's HOHI Program.	Planning Director publicizes the program	CHFA's HOHI	1982 (ongoing)
Develop a second unit ordinance.	Planning Director	Staff time	July, 1983
Provide information to developers on State legislation regarding Density Bonuses.	Planning Director	Staff time	Ongoing
Develop procedures for processing applications for density bonus increases permitted under State law.	Planning Director	Staff time	1987 or when an application is received.
Continue to allow mobile homes.	Planning Commission and City Council	Staff time	Ongoing
<u>Maintain & Preserve Existing Housing Quality</u>			
Continue the existing level of code enforcement.	Planning Director's response to complaints	Staff time	1982 (ongoing)
Continue participation in the CDBG Program to rehabilitate 8 homes annually.	City participates through County	Staff time CDBG funds	1982 (ongoing)

TIME FRAME FOR IMPLEMENTATION OF HOUSING PROGRAM: FISCAL YEAR 1982-1983 TO 1986-1987

Action	Responsible Agency	Funding Source	Time Frame
Publish and obtain information on other rehabilitation programs. Rehabilitate 1-2 units per year through the Section 8 Moderate Rehabilitation Program and the FmHA Section 504 Program. Coordinate outreach activities to generate interest.	Planning Director contacts Farmers' Home Administration, outreach groups and County regarding program availability and publicity in local papers	Staff time FmHA Section 8 Moderate Rehabilitation	1982 (ongoing)
Establish a program or policy designed to protect historically significant structures.	Planning Director drafts policies for Commission and Council review	Staff time	1983-84
Develop policies regarding the use of tax increment funds for replacement housing.	Planning Director proposes policies for Commission and Council adoption	Staff time	1983-84
Determine the necessity of developing an Energy Element or Ordinance.	Planning Director reports to Commission and Council	Staff time	1984
<u>Insure a Sufficient Distribution of Housing</u>			
Provide a referral service to link those experiencing discrimination or desiring landlord-tenant mediation with agencies responsible.	Planning Director provides data to other City Departments and City receptionists	Staff time	1982 (ongoing)
Continue to review landlord-tenant complaints as needed.	Planning Commission	Staff time	1982 (ongoing)



VIEW OF FIELDS AND MT. DIABLO FROM HIGHWAY 4

II

INTRODUCTION

OVERVIEW

Situated at the farthest urbanizing fringe of Eastern Contra Costa County, Brentwood is bounded by the San Joaquin River to the north, the channels and diked islands of the Delta to the East, and Mt. Diablo's ridges to the west and south. The City was originally part of the Los Meganos Mexican Land Grant.

Brentwood received its name in 1878 when the Southern Pacific Railroad Company completed its main lines between Martinez and Tracy and the railroad began transporting coal from the Brentwood Coal Mine Company. The name Brentwood comes from a town in England, which was the hometown of the financier of the Brentwood Coal Mine Company.

The introduction of millions of fruit trees in 1911 transformed the open cattle ranges and grain fields into an agricultural area. Bypassed by the County's major highways, which are frequently harbingers of further urbanization, Brentwood's economic base continues to be agriculture. However, proximity to San Francisco, access to the major cities of Central California, a large supply of developable and relatively inexpensive land, the potential development of Highway No. 4 are exerting growth pressures on this community. Because of these factors, conservative projections indicate a potential fourfold population increase to 19,400 in the year 2000. Holding capacity is estimated to be around 20,000. Brentwood's 1982 estimated population is 4,676 and the corporate limits encompassed 2.5 square miles in May, 1982.

The results of growth pressures are already evident when reviewing the 1980 census data. The 1980 population of 4,434 increased the 1970 population by 67%, one of the largest increases experienced by Contra Costa's communities.

The Census data also provides a good population and household profile. Brentwood, like Contra Costa County and other areas throughout the nation, had a decline in average household size from 3.13 persons in 1970 to 2.88 in 1980. Although there was a slight upward increase from the 1975 average of 2.87, any upward trend would not be expected to exceed the 1970 levels. The trend to a declining household size is in response to changes in lifestyle, a deferment in child bearing, a tendency for young people to establish their own households at a younger age, and increased divorce rates. Consequently, the increase in household formations since 1970 exceeds population growth. Also, Brentwood has a fairly large low income, elderly population. The significance of all these trends is that they will affect housing preferences.

Brentwood's population is predominantly Caucasian although there is a significant minority population. The 1980 Census indicated that 76% of the City's population was Caucasian. However, since the Census reported

minority data in two ways, by race and national origin, an overlap in classifications occurred. In 1980, the City had 40% of its population reported as being "of Spanish origin".

Brentwood is currently providing housing but few jobs. There were only 40% -50% as many jobs as households in 1980, with most of the City's workers commuting. There is an average of 1.12 employees per household.

The median household income for 1975 was \$9,778 and this was the second lowest income for cities in Contra Costa County. By 1980, median household income increased 50% to \$14,700. The 1980 median family income was \$17,358. These incomes are generally low compared to many other Bay Area communities.

While household incomes have been gradually rising, they have not kept pace with the rapidly escalating costs of housing. In April, 1982, the average selling (asking) price for homes listed in Brentwood was \$103,323. However, affordable housing is still available. The 1980 Census indicated the median value of owner occupied housing in Brentwood was \$63,700, while the median monthly contract rent was \$154. The average price of homes in East Contra Costa County increased 43% from \$50,710 in 1977 to \$72,290 in 1980. During the same period the Bay Area's estimated median income increased by only 22%. The increased housing costs are compounded by the record mortgage rates and tight money. Estimated "typical" 1982 development cost of a manufactured housing unit on a permanent foundation is about \$53,000, excluding land. This averages about \$32 a square foot. Another issue associated with the rising cost of housing is that higher income households are purchasing units that were formerly part of the supply of low and moderate income housing.

Apartments, which are a source of affordable housing have not been built in any large quantity. Because of a lack of return on investment, recent trends in housing construction are directed away from development of apartment units. This will increase the demand for rental units in the future and more than likely reduce the rental apartment vacancy rate, which was reported at 2.1% for September, 1981 by the Federal Home Loan Bank of San Francisco. The September, 1981 overall vacancy rate for Brentwood was 2.3%.

25% of the existing housing stock is estimated to have been built before 1950, while 30% was built from 1950 - 1970. The age of some of these units has led to their deteriorating quality. Data from the 1980 Census showed 1.5% of the occupied housing units in the City were lacking some or all plumbing facilities. Most of the dwelling units in the City that require rehabilitation are located in the downtown and older subdivisions. Based on a 1981 building condition survey, it is estimated that 6.4% or 103 dwelling units need major rehabilitation and 6.2% or 99 dwelling units need replacement. As housing costs increase less income may be available to rehabilitate and improve units which, in turn, can cause delayed maintenance and further deterioration.

Land use (1975) is as follows: residential - 15.0%; commercial - 2.2%;

industrial - 1.4%; public - 7.4%; open space (park and agricultural land) - 13.3%; vacant - 38%; and other (streets, railroad, and right-of-way) - 22.5%. By 1982, 1066 acres were developed and 534 acres were vacant.

The corporate City limits can be divided into two areas: The Eastern and Western Districts. The Eastern District contains all the incorporated land east of the railroad tracks and encompasses about 500 acres. It includes the downtown area and almost all of the commercial and industrial facilities as well as the public buildings. About 42% of the City's existing housing is situated in this area, as well as the majority of multifamily dwelling units. This district also contains most of the redevelopment project area.

In contrast to the mixed use contained in the Eastern City District, the Western District, located west of the railroad tracks is almost exclusively low density single family residential developments built after 1950. The area covers approximately 1,100 acres and includes 450 acres of vacant land. It has the best potential for estate type developments.

When viewed from a regional perspective, Brentwood is considered part of East Contra Costa County which is composed of flat plains and delta lowlands and includes the unincorporated communities of Oakley, Sand Hill, Knightsen, Byron, Bethel Island, and Discovery Bay. East Contra Costa County, as opposed to West and Central Contra Costa County, contains the largest household sizes, the least population, the lowest median income, and the lowest housing costs. It is more rural in character than the other sections of the County.

Within Contra Costa County, Brentwood plays an important role in the provision of housing. Development of land continues as additional land is used to meet housing needs. Brentwood, which has provided a source of low and moderate cost housing, needs to attract a range of income groups and balance the jobs and housing ratio, while still meeting low and moderate income housing needs. Figure 1 is a vicinity map showing the major sub areas of the County and Figure 2 shows the City limits.

FIGURE 1
VICINITY MAP



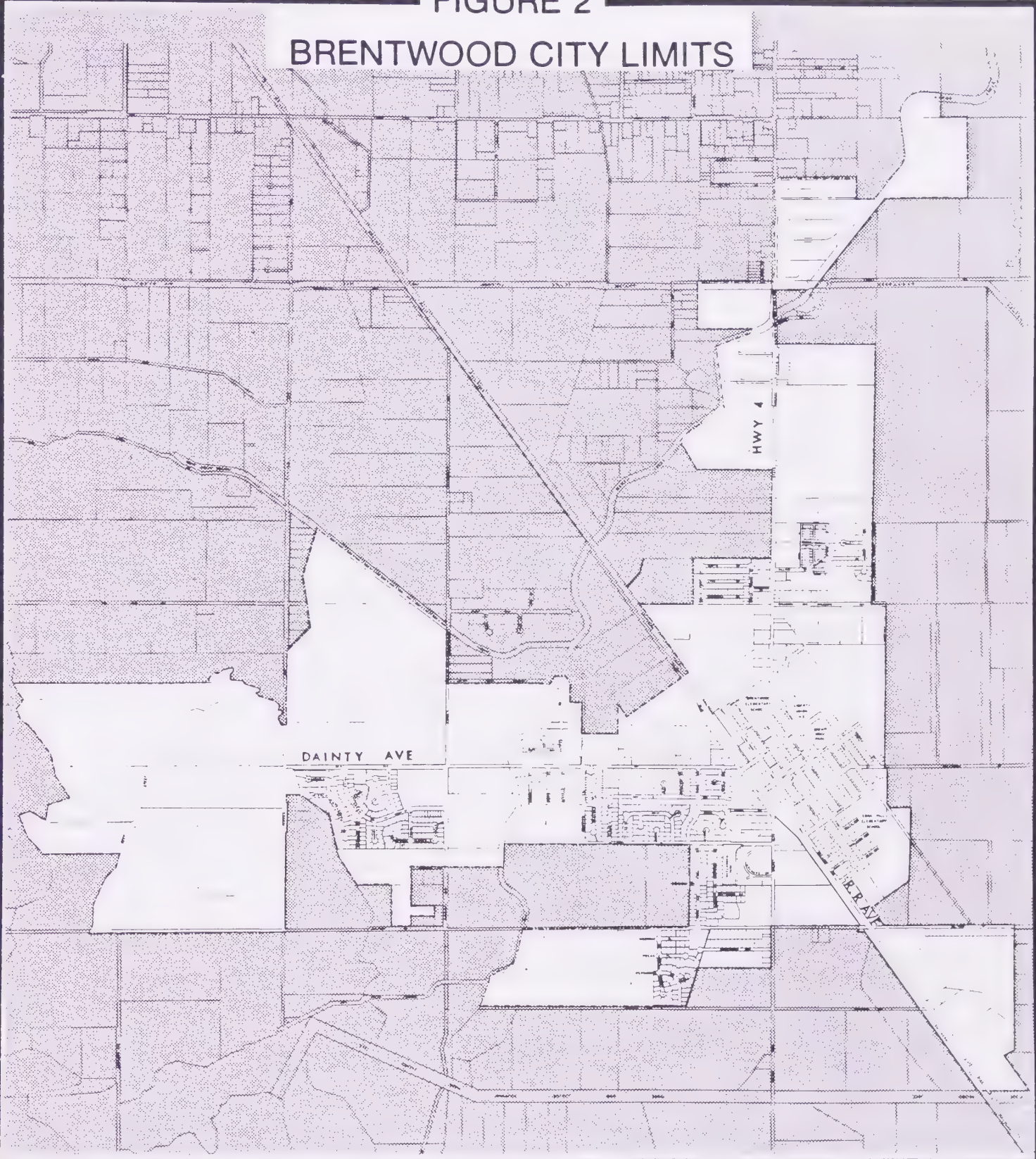
REGIONAL LOCATION



Contra Costa County, California

FIGURE 2

BRENTWOOD CITY LIMITS



LEGEND

----- CITY BOUNDARY

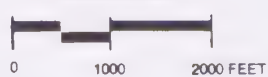


INSIDE CITY LIMITS MARCH 8, 1983



OUTSIDE CITY LIMITS

SCALE



FACT SHEET

Date of Incorporation: 1948
Corporate City Limits: 2.5 square miles (May, 1982)

POPULATION PROFILE

1. Population: Household population: 4,434 (1980 Census)
4,676 (1982 Estimate)
Projected 1985: 7,200
2. Age: Median Age Males: 27.5 years (1980 Census)
Females: 31.5 years
Under 18 32%
18-64 56%
65 and over 12%
3. Minority Population: 24% (1980 Census)
4. Income: 1980 \$14,700 (median household income, 1980 Census)
\$17,358 (median family income, 1980 Census)
5. Average Length of Residence: 6.1 years (1975 Special Census)
6. Jobs and Housing Balance: 40%-50% Jobs to Households (1980)
7. Employed Persons per Household: 1.2 (1981 estimate for General Plan Revision)

HOUSING CHARACTERISTICS

1. Total Dwelling Units: 1,597 (1980 Census)
1,700 (1982 Estimate)

- Available Housing Increase (1980-85): 1,073 (ABAG estimate, does not reflect current trends.)

2. 1980 Households: 1,532 (1980 Census)

3. 1985 Households: 2,565 (ABAG estimate, does not reflect current trends.)

4. Available Housing Units Needed in 1985: 2,624 (ABAG estimate, does not reflect current trends.)

5. Current Average Increase in Dwelling Units: 64

6. Type of Housing:
 - Single Family Units: 65% (1980 Census)
 - Duplex-Fourplex: 9%
 - Multifamily: 12%
 - Mobile Homes: 14%

7. Tenure of Occupied Units:
 - Owner Occupied 62.9%
 - Renter Occupied 37.1%

8. Mean Household Size: 2.88 persons/household (1980 Census)

9. Cost:
 - Average selling price for four single family homes (April 1982) - \$103,323
 - Median value of owner occupied housing units (1980 census) - \$63,700
 - Average apartment monthly rents (November 1982) -
 - One bedroom: \$250-\$310
 - Two bedroom: \$320-\$380
 - Median contract monthly rent (1980 Census) - \$154

10. Vacancy Rate:
 - 2.3% overall (September, 1981 Federal Home Loan Bank of San Francisco, Postal Vacancy Survey)
 - 2.4% Single Family
 - 2.1% Multifamily

11. Land Available for Development in City Limits: 534 acres

PRIORITIES FOR MEETING HOUSING NEEDS

1. People Living in Brentwood
2. People Working in Brentwood
3. Potential Residents and Employees

Within each of the first two groups, priority should go to:

- . Very Low Income Households: defined by HCD as households with incomes 50% or less than the median income. The 1980 Census indicated the median family income for Brentwood was \$17,358. A very low income Brentwood family in 1980 would have had an annual income of \$8,679 or less.
- . Low Income Households: defined by HCD as households with incomes 50%-80% of the median income. Based on the 1980 median family income for Brentwood, a low income Brentwood family would have had an annual income of \$ 8,679 - \$13,886.

Within the third group, priority should go to:

- . Above Moderate Income Households: defined by HCD as households with incomes 120% or more than the median. An above moderate family in Brentwood would have had an annual income of \$20,830 or more.

FOCUS OF THE ELEMENT

The Housing Element focuses on three major issue areas:

1. Adequate supply of housing concerns the need to provide a safe and sanitary dwelling of adequate size and acceptable cost for present and future City residents and for the various housing groups within the City.
2. Housing maintenance and preservation addresses the need to maintain and improve the existing level of quality.
3. Sufficient distribution of housing by type, size, and cost relates to problems of discrimination based on race, sex, age, cultural origin, sexual preference, marital, or economic status. Landlord-tenant issues are also addressed in this section.

CITIZEN PARTICIPATION

The Housing Element was initially developed by the Consultant and Staff. Input was received from the community, Planning Commission, and City Council at Study Sessions, Public Hearings and two community workshops. The Brentwood News, a local newspaper, provided information regarding the Element, the dates of the Study Sessions, Public Hearings, and workshops. The community workshops focused on an identification of housing issues and a discussion of housing programs.

Continued citizen participation will help the success of the program and should be encouraged when the Housing Element is being reviewed, updated, and/or evaluated. Staff will report on the progress made during the previous year to achieve the goals of the Housing Element. This report will be publicized and made at a Planning Commission Study Session to provide the Commission and community with information regarding the attainment of annual goals and also to make any necessary recommendations regarding further actions needed to achieve the goals.

CONSISTENCY WITH OTHER ELEMENTS

The City of Brentwood's General Plan is a comprehensive and generalized policy guide for urban development, composed of specific elements which discuss goals, policies, and programs. The Housing Element complements the General Plan by defining policy, proposing new programs and incorporating data and analysis related to housing needs. In addition to the Housing Element, state law requires the following other elements: Land Use, Circulation, Noise, Scenic Highways, Open Space, Conservation, Seismic Safety and Safety. These elements place some regulation on the design and location of residential development projects. For example, the Land Use and Circulation Elements are the building blocks that integrate the other elements. These two elements define the city form, densities, and the location and movement of people and goods. The Open Space and Conservation Element addresses the preservation of open areas which are essential to maintaining the quality of life within a community. Provision for open space is part of the development approval process both for residential and non-residential projects. The Seismic Safety Element makes recommendations for guiding and regulating development in seismic areas. The Safety Element relates to the Housing Element by emphasizing the safety features in residential projects. The City is currently undergoing a major revision to its General Plan. Information in the Housing Element reflects changes in goals and policies made in the other elements.



ALEXANDER RESIDENCE, 501 SEQUOIA ST., BRENTWOOD, BUILT 1981

III

**ADEQUATE SUPPLY OF HOUSING
FOR ALL GROUPS**

COMMUNITY PROFILE

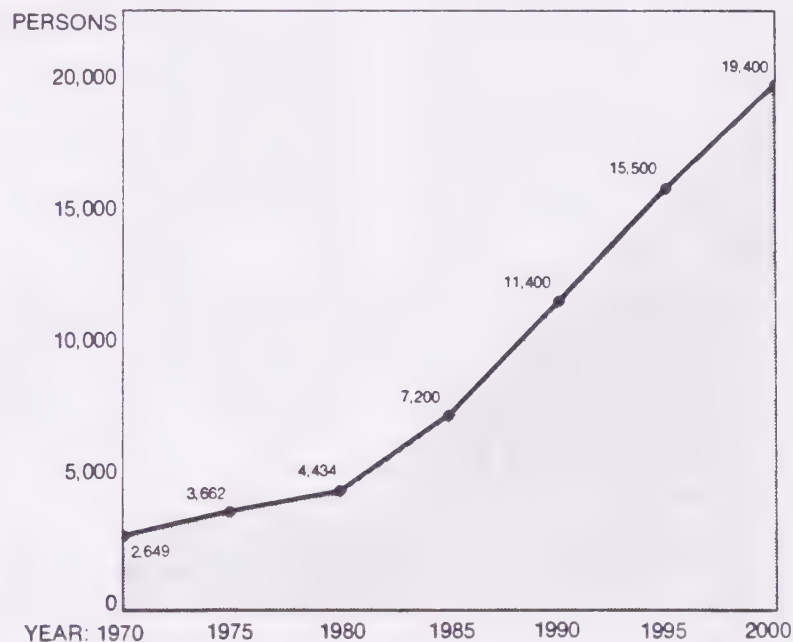
A. Population

Incorporated in 1948 with a population under 1,700, Brentwood's growth rate has generally been slow and steady until the 1970's. Throughout the 1970's and early 1980's growth fluctuated reflecting the prevalent economic conditions throughout the nation. Both the recession and high interest rates have caused a slackening in the population growth rate. For example, between January 1980 and January 1981 there was a 16% increase in population according to the State Department of Finance estimates, while the growth rate between January 1981 and January 1982 slowed to 3.5%.

The significance of this data is that it indicates considerable residential growth for the City under favorable economic conditions. If all the projects in the planning phase were approved, the City's population would increase to between 18,000-20,000. The City now conservatively estimates a population between 18,000-20,000 by the year 2000. Population growth could level off and increase at a slower rate. The availability of land and infrastructure capacity preclude unrestricted growth beyond a certain point. However, it is important to note the difficulty in making long term projections since there are a number of internal and external factors which can affect the housing market. Figure 3 shows population growth and projections from 1970 through 2000.

FIGURE 3

BRENTWOOD'S POPULATION GROWTH PROJECTIONS: 1970-2000

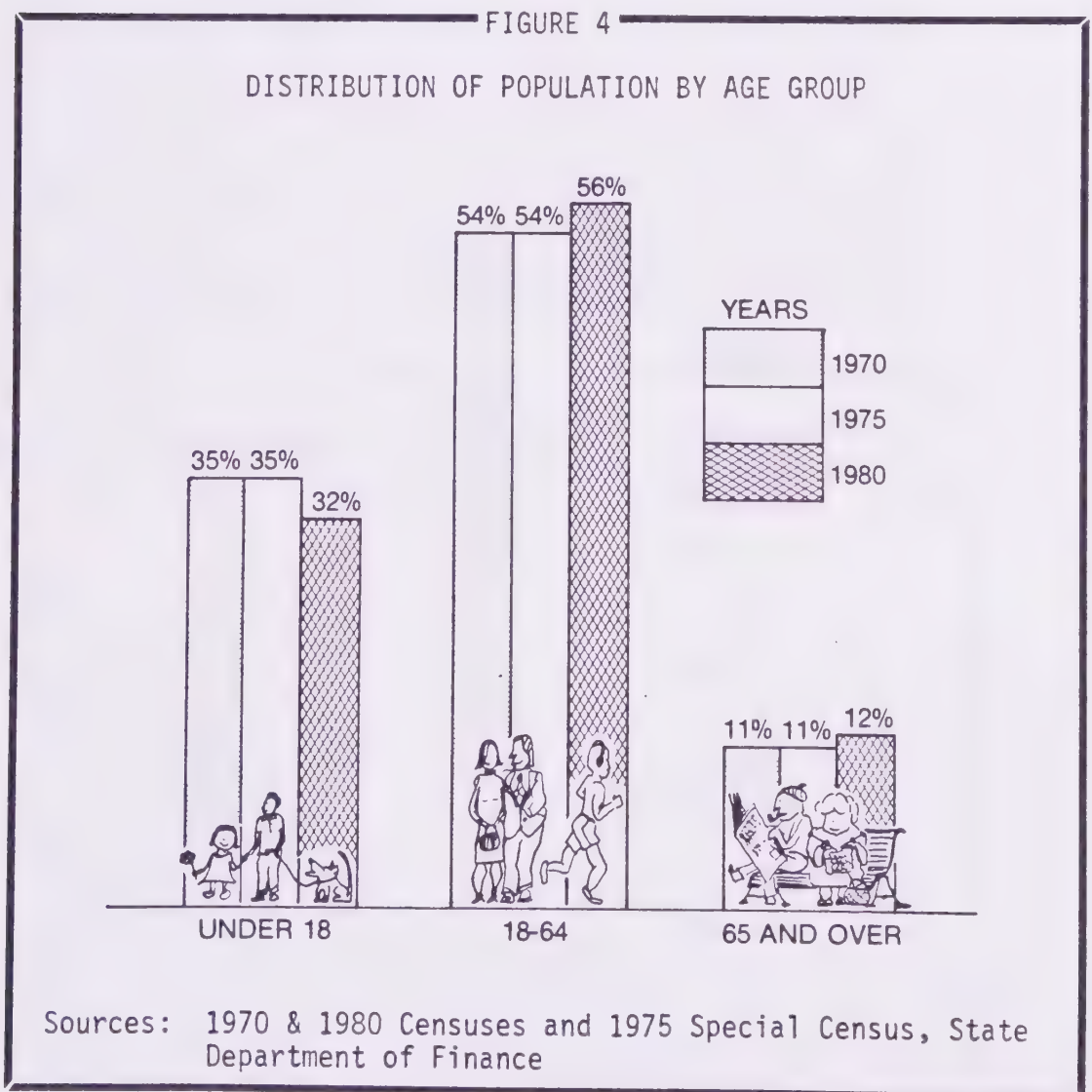


Sources: 1970 & 1980 Censuses, 1975 Special Census, State Department of Finance, Planning Department Projections

Brentwood's growth rate (67%) between 1970 and 1980 exceeded most of the cities within the County. During this same period, East Contra Costa County had a 50% increase in population. In contrast, the County's 1980 population of 656,380 showed only an 18% increase over 1970. Net migration ("in" migration minus "out" migration) is the most significant factor in Brentwood's phenomenal growth. Annexations also contributed to this increase.

B. Age Distribution

Similar to other communities, Brentwood's population has become slightly older in age as shown in Figure 4. In 1975, the median age was 28.6 years while it was 29.4 years in 1980. Since 1970 there has been a slight increase in the percent of the population 65 years and over and a corresponding decrease in the percent of the population under 18 years.



Compared with Contra Costa County in 1980, Brentwood had an older population. The County had a greater proportion of its population (60%) in the 18-64 years age group and a lesser proportion in the under 18 years age group (31%) and 65 years and over age group (9%).

Age distribution trends in Brentwood are significant since they affect the housing market. A declining number of young children can indicate a change in the types of housing units sought. Childless adults tend to have a higher combined income and prefer a high amenity lifestyle, increasing the demand for condominiums or units in planned unit developments. The elderly population is increasing and this group comprised a significant proportion (36%) of the low and very low income households requiring assistance according to the 1975-81 HAP. An elderly population creates a demand for units with common recreation facilities and easy access to commercial, medical, and transportation facilities. Because of the inflationary pressures on the housing market, the elderly on fixed incomes have an extra disadvantage.

C. Length of Residence

Brentwood has a relatively mobile population with 64.5% of its 1975 population having lived in the City for less than 5 years. The short length of residence can be in part attributed to the influx of population as a result of new construction and some annexation. However, current housing market conditions are most likely having a negative effect on mobility within the community. High interest rates and the shortage of loan money restrict new development thereby reducing and inhibiting a population's ability to move.

D. Ethnic Distribution

Ethnic distribution of population is difficult to determine because the 1980 Census information has some overlap. The Census reported whites and racial minorities in one classification and those of Spanish origin in a separate classification. In 1980, Brentwood's white population was 76% of the total population while, in a separate count, persons of Spanish origin (predominantly Mexican) made up 39.5% of the population. The data from the 1975 Special Census and 1980 Census on ethnic origin is not identical. However, in 1975, Mexican American and Mexican households comprised 19.6% of the total households and, in 1980, households with a householder of Spanish origin comprised 29.6% of the total households. There has most likely been some increase in households with persons of Spanish origin over the past five years. The exact percentage is unknown.

In contrast with either East Contra Costa County or the entire County, Brentwood had a larger minority (racial) population in 1980. However, when compared to the Bay Area and the state, Brentwood had the same proportion of whites and minorities. Figure 5 compares ethnic population of the City and the County.

Ethnic data is significant since minorities frequently have lower incomes and therefore greater needs. For example, the 1975-1981 HAP indicated the percentage of minority households with affordability needs (32.2%) was greater than the percentage of minority households (25.7%) in the overall household population. Besides affordability needs, there can be accessibility needs if discrimination exists.

FIGURE 5

1980 ETHNIC DISTRIBUTION OF POPULATION
IN THE CITY AND COUNTY

<u>ETHNICITY</u>	<u>PERCENT OF TOTAL</u>	
	<u>BRENTWOOD</u>	<u>CONTRA COSTA COUNTY</u>
White	75.7	81.4
Black	.1	9.2
American Indian & Eskimo	1.0	.6
Asian & Pacific Islander	1.6	4.7
Other	21.6	4.1
	100.0	100.0
Persons of Spanish Origin	39.5	8.5
All Others	60.5	91.5
	100.00	100.0

Source: 1980 Census

E. Occupation and Place of Employment

While population growth is often linked to the availability of jobs, Brentwood's population is basically composed of commuters. In Brentwood and the East Contra Costa County communities, the majority of growth in recent years occurred because people chose the area as a good place to live and commuted to their jobs elsewhere. Since the City and East Contra Costa County are essentially a series of bedroom communities, there are local population serving jobs, but the communities' economic base is jobs in other cities. Some of the negative effects of bedroom communities are increased travel time, traffic congestion and energy costs. When the housing market improves, East Contra Costa County will most likely have more residential development. The choice that this entire area must make is whether to remain as bedroom communities or to stimulate economic growth. If the decision is to increase local employment, the communities must determine how to attract industries to enhance their economic base.

Between 1970-1975, Census figures indicate a decrease in basic types of employment in East Contra Costa County. This decrease occurred primarily in the agricultural sectors as agricultural employment went from 3,200 in 1970 to 1,180 in 1975. However, local population serving employment increased 66% from 970 to 1,610 during the same period.

Assuming that population serving types of employment have kept pace with the population growth, background data for Brentwood's General Plan revision estimates East Contra Costa County's employment in 1980 to be between 3,100 and 3,400, while basic employment, which would be a portion of that total, is estimated to be 1,100 to 1,200. Population serving employment is estimated to be 3,000 to 3,200.

F. Jobs and Housing

The relationship between employment and housing plays a major role in the future housing plans for Brentwood as well as the entire East Contra Costa County. When a community or region is unable to provide enough jobs for its residents, these residents must commute outside the area. Long distance employment commutes contribute to additional traffic congestion, more air pollution, and social and economic problems associated with the fiscal imbalance between communities.

In 1980 there were only 40%-50% as many local jobs in East Contra Costa County as households. By way of contrast, Contra Costa County had a more balanced condition with about 92% as many local jobs as households. Consultants preparing the General Plan Revision Background Reports estimate an average of 1.2 workers per household in Brentwood. The 1975 Special Census indicated most of the City's workers are commuting to East Contra Costa County or the employment centers of Antioch-Pittsburgh, Walnut Creek-Concord, and Livermore.

ABAG's Projections '79 shows Brentwood's 1985 total employment to be 1,398, with only an incremental increase of 35 jobs between 1980 and 1985. If Brentwood's and East Contra Costa County's population increases as projected without the development of additional local jobs, the ratio of local jobs to households could decrease to less than 25% throughout the entire area. In order to balance the jobs and housing ratio, the City and unincorporated communities need to increase local employment by attracting industry or expanding existing commercial centers. To achieve this objective the City would need 100-200+ acres in new employment centers that would accommodate 15-50 employees per acre, according to a WPM Planning Team study (1982). Vacant land exists to accommodate this growth.

While the City may be able to provide a more balanced ratio of dwelling units to employees or employee households, it is preferable that there be a relationship between employee incomes and housing costs. The following factors require consideration

when determining the housing needs of future employees generated by commercial and industrial development.

- . According to the California State Employment Development Department and projections by McDonald & Associates, Urban Economists, the estimated 1980 annual income for commercial office workers is \$13,860. Industrial workers have an estimated annual income of \$15,600 and convenience commercial workers have an estimated annual income of \$10,100.
- . A comparison of housing costs to income reveals that the annual income required to purchase an average priced home listed for sale in Brentwood in April 1982 is \$32,228 using a ratio of 3.2.
- . Only highly paid professional industrial or commercial workers or households with two incomes would be able to afford the average priced new home in Brentwood.
- . Rental housing would be affordable to workers using HUD's criteria that 25% of gross income should be spent on housing.
- . Based on the 1980 median value of owner occupied housing (\$63,700) in Brentwood, affordable housing is available to many income groups.

There are several methods by which a community can develop affordable housing. For example, industrial and commercial developments can be required to make housing available for some of their employees, housing mitigation fees can be provided, or job development could be tied to housing development. While Brentwood needs additional jobs to balance the housing to jobs ratio, it is important to consider that the creation of additional jobs will not necessarily provide housing opportunities for the majority of the new employees, nor would the new jobs necessarily provide residents with employment opportunities.

HOUSEHOLD CHARACTERISTICS

A. Total Households

From 1970 -1980, Brentwood experienced a 79.6% increase in housing units. Unlike other Bay Area Communities, Brentwood's average household size increased from 2.87 persons per unit in 1975 to 2.88 in 1980. This slightly increasing trend is expected to continue, reflecting an apparent increase in young families with children. However, it will most likely not increase beyond the 1970 average. Figure 6 shows household and housing unit changes between 1970 and 1980.

FIGURE 6

HOUSEHOLD AND HOUSING UNIT CHANGES: 1970-1980

	<u>1970</u>	<u>YEAR</u> <u>1975</u>	<u>1980</u>
Housing Units	909	1,344	1,597
Vacancy Rate	5.1%	5.6%	4.0%
Households	863	1,269	1,532
Average Person per Household	3.13	2.87	2.88

Sources: 1970 and 1980 Censuses and 1975 Special Census, State Department of Finance

B. Elderly and Handicapped Household Heads

The 1980 Census indicated that 33% of the City's households had one or more persons 60 years or older, while 25% of the households had one or more persons 65 years and older. There appears to be a slight aging trend in the population since there were fewer persons in the 65 and over age category in 1975.

There is no current data on the number of handicapped households in Brentwood. It is likely that both elderly and handicapped households have special needs. The 1975-1981 Housing Assistance

Plan for Brentwood contained data showing elderly households comprised 36% of the total housing needs in the City and 70% of these elderly households having needs were renters. Persons who are elderly or handicapped generally have an income below the median and have difficulty entering the housing market either for rental or ownership units. For example, over 60% of the elderly households in Contra Costa County had low or moderate incomes in 1975. Also conventional home design techniques may not fit the physical needs and limitations of these groups.

C. Female Household Heads

In 1980, female household heads (with and without children) were 26.2% of the total households in the City and they also comprised 19.2% of the households with one or more children under 18 years. Compared to the other East Contra Costa County communities, Brentwood had the second highest percentage of single parent families, most of which are female household heads. Frequently, this group comprises a significant portion of the poverty level households. Female headed households made up 37% of the total number of households requiring assistance in Brentwood according to the 1975-1981 HAP. This percentage is expected to have remained constant or increased slightly. In addition to affordability needs, there can also be accessibility needs since many apartment owners prefer not to rent to single women with children.

D. Large Families

244 or 16% of the total occupied dwelling units in the City contained five or more occupants in 1980. The 1975-1981 Housing Assistance Plan estimated that large families comprised 12% of the total households requiring assistance. Though Brentwood has had a slight increase in average family size between 1975 and 1980, the traditional housing concerns related to large families are becoming less important from a public policy point of view. Still, large families experience difficulty in finding housing since the majority of rental and/or owner occupied units are not built to accommodate this group. The typical indicator of problems associated with large families is overcrowding. This does not appear to be a serious problem for Brentwood due to the small percentage (9.3%) of overcrowded households reported in the 1980 Census.

E. Overcrowded Households

143 households, or 9.3% of the total occupied households in Brentwood, were overcrowded in 1980, while 10% of the units in 1970 were overcrowded. About half (51.7%) of the overcrowded units are rentals. Although overcrowding does not appear to be a significant problem, the widening gap between demand and supply of housing may increase the number of overcrowded units (more than 1.01 persons per room). Also the common definition of overcrowding may need to be amended in view of the current trend of constructing smaller housing units sizes and the development of units with

flexible living arrangements. For example, it could be entirely possible to have an open arrangement whereby living space converts to sleeping space in the evening. The total environment can be designed to meet both objectives without causing psychological or physical stress to inhabitants. For the needs projections, this percentage of overcrowded households (9.3%) is assumed to remain constant. Throughout Contra Costa County, overcrowding is more prevalent in the rural unincorporated areas than in the cities.

F. Farmworker Households

Agricultural employment continues to be a significant economic activity in Contra Costa County, with nearly half of the County's farmworkers in 1970 residing in East Contra Costa County. As the area's population increased, there has been a decline in agricultural employment. The specific number of agricultural workers in Brentwood is currently unavailable. Depending on the season, the number of seasonal or migrant workers varies. In 1978 the State Employment Development Department estimated the number of seasonal workers in the entire County to vary from 150 - 200 in the low months to 1,100 - 1,300 in the peak months. These workers and their families compete for 496 employer owned housing units licensed by the state. Migrant farmworker families, largely composed of persons of Spanish origin, are often forced to crowd into existing units or utilize less suitable alternatives for housing. The mean income for East Contra Costa County households in 1970 was \$4,046 as compared with \$9,883 for other families in that area (East Contra Costa County). The City and County are working together with the United Council of Spanish Speaking Organizations to resolve some of the farmworker needs. Details regarding programs will be discussed in the Housing Program section of this report. As some of the agricultural land has been used for residential development and farming has become mechanized, local farms have used less migrant workers. City staff estimates that the farms are employing workers from a permanent pool of laborers that reside in the City, rather than migrants.

G. Income Distribution

Data from the 1975 Special Census indicated Brentwood had the second lowest median household income of the cities in Contra Costa County. Over a third of the City's households earned less than \$6,000 annually. The overall County median income was \$13,632. At that time about 42% of Brentwood's households had incomes 80% or below the City's median household income, whereas 36% of the County's households had incomes 80% or below the County's median.

Figure 7 shows the contrast in household income levels between the 1975 Special Census and 1980 ABAG estimates, which were based on Franchise Tax Board returns, data from the California Department of Savings & Loans, and data from the Consumer Price Index. Between 1974 and 1980 the percentage of households in Brentwood with very low, low and moderate incomes decreased while the percentage of households with above moderate incomes increased.

FIGURE 7

INCOME LEVELS OF BRENTWOOD HOUSEHOLDS

<u>Income Level</u>	<u>Percent of Households</u>	
	<u>1974</u>	<u>1980</u>
Very Low Income (under 50% of median)	28%	26%
Low Income (50% - 80% of median)	14%	13%
Moderate Income (80% - 120% of median)	19%	14%
Above Moderate (over 120% of median)	39%	47%

Sources: 1975 Special Census, State Department of Finance, ABAG estimates.

The classifications of very low, low, moderate and above moderate income are used by the state and federal government to determine eligibility for housing assistance programs. Income groupings are also adjusted for family size. Figure 8 shows the Contra Costa County definitions of low and very low income by family size as of November, 1981. These definitions are used to determine eligibility for some housing assistance programs.

FIGURE 8

LOW AND VERY LOW INCOMES BY FAMILY SIZE IN CONTRA COSTA COUNTY
AS OF NOVEMBER, 1981

<u>Family Size # Persons</u>	1	2	3	4	5	6	7	8
Low Income:	\$17,000	\$19,500	\$21,950	\$24,400	\$25,950	\$27,450	\$29,000	\$30,500
Very Low Income:	\$10,625	\$12,187	\$13,720	\$15,250	\$16,220	\$17,158	\$18,125	\$19,062

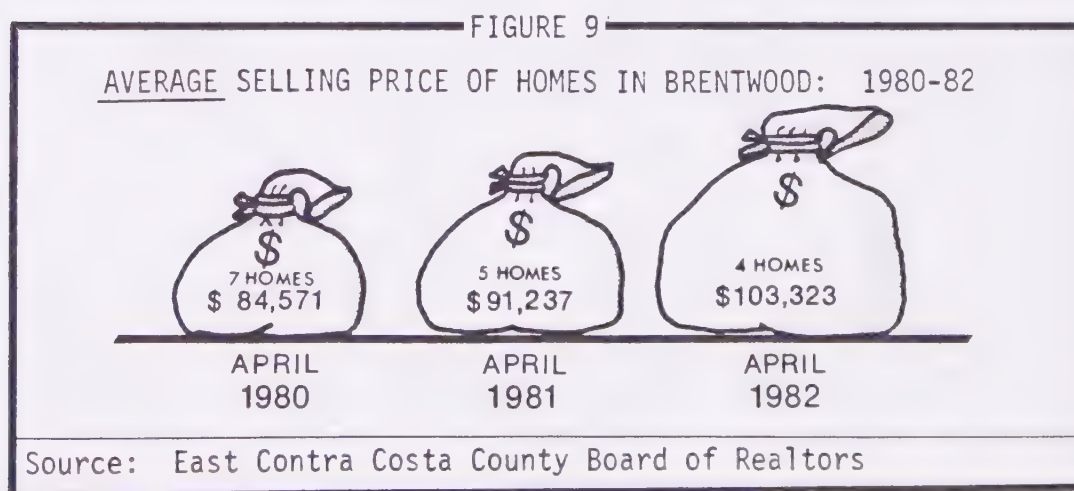
Source: Established by HUD for the SMSA to be used for Contra Costa County Planning Department CDBG Program

H. Housing Costs

Providing adequate housing for a variety of income groups has become an increasingly difficult goal to achieve. Housing costs have significantly escalated during the past few years because of higher construction costs, speculation, inflation, higher mortgage rates, and the decreasing supply of vacant developable land. The formerly exclusive \$100,000 sales price is now the normal transaction, accounting for over 50% of existing sales of single family homes in the Bay Area during 1981 according to the California Association of Realtors. This organization reported the median price of a Bay Area home in 1981 was \$122,480. From 1976-1980, the Real Estate Research Council of Northern California reported the average sales price of a new single family residence in the San Francisco Bay Area increased 123.6% from \$53,846 to \$120,411. Because of increasing costs, many low and moderate income families are being priced out of the ownership housing market and shifted into the rental market.

Median housing costs in Brentwood are not as high as the overall median housing cost for the Bay Area or Contra Costa County. The median value of owner-occupied non-condominium housing units in Brentwood was \$63,700 according to the 1980 Census. This was the lowest median value of all the East Contra Costa communities. The East Contra Costa County Board of Realtors reported the average price for the four units sold in the City during April, 1982 was \$103,323. Figure 9 shows the increases in housing costs from 1980 and 1982 in Brentwood.

Between 1981 and 1982, the average selling price of a Brentwood home rose 13.2%. In many Bay Area communities, during this same period, the average selling price decreased. While the specific factors contributing to Brentwood's increased housing costs are unknown, it could be assumed that one reason might be the availability of relatively inexpensive housing and land as compared to costs throughout much of the Bay Area. Also, it may be that only the newer higher priced homes are being sold, which would present an unbalanced picture of current costs.



Unlike the rental housing market, the Brentwood single family home market appears to be operating well only for the above moderate and some moderate income households. Home prices generally exceed the financial capability of lower income groups. The ability to produce housing for low and moderate income households will depend, in the future, predominantly upon the construction of manufactured housing, multifamily units or smaller sized single family homes. However, it should be noted, as mentioned previously, that Brentwood and East Contra Costa County supply relatively inexpensive housing compared to the rest of the County. A 1979-80 survey of single family homes sold in East Contra Costa County indicated 18.8% of the units sold were sold for under \$60,000. The 1980 Census indicated that 27.1% of Brentwood's owner occupied units were valued under \$50,000 while 87.2% were valued under \$80,000. By August, 1982 the majority of homes listed for sale in Brentwood were listed at prices over \$70,000. The lowest prices range from \$68,000 to \$70,000 according to local realtors.

Rentals are affordable to most income groups. However, availability is restricted by the low vacancy rate (2.1%). In 1980, 48% of the renters in Brentwood were paying a monthly rent of less than \$150, another 44% were paying from \$150 - \$300, and 8% were paying in excess of \$300. The median contract monthly rent in 1975 was \$97, and by 1980 it had increased 58.8% to \$154. Contacts with local realtors indicated average monthly rents for a one bedroom apartment would range from \$250-\$310 while for a two bedroom apartment rents would range from \$320-\$380. Using the Department of Housing & Urban Development's assumption that no more than 25% of gross income should be spent on housing, and that housing purchase price should not exceed 2.5 times the gross annual income, Figure 10 indicates the "affordable cost of housing" for the various income groups. Because of high inflation, lenders will now accept a ratio of 3.2 times a household's income.

FIGURE 10

AFFORDABLE HOUSING COSTS - 1982

<u>% of Median</u>	<u>Income</u>	<u>Purchase Price</u>	<u>Rent</u>
120%	\$22,098	\$55,245	\$460
100%	18,415	46,037	384
80%	14,732	36,830	307
50%	9,207	23,018	192

Source: 1980 Census Median Family Income, assuming a 3% annual increase in median family income between 1980 and 1982.

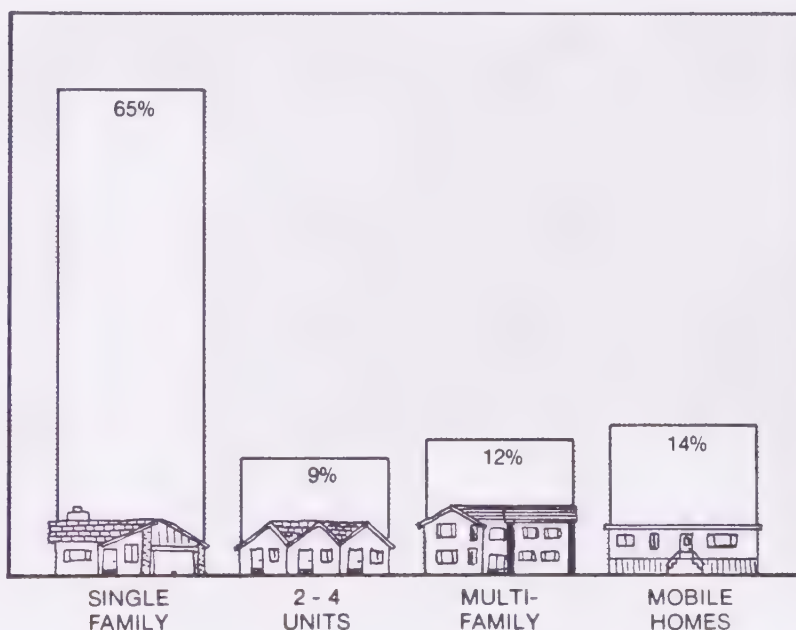
HOUSING CHARACTERISTICS

A. Age and Type

A change in the type of unit that future Brentwood residents will seek may be anticipated by the changes in size and age structure of the present population and innovative housing designs. However, single family homes currently remain the predominant housing type. In 1980, 65% of all units were single family, 9% were 2-4 units, 12% were multifamily units and 14% were mobile homes as shown in Figure 11. These percentages are expected to remain similar over the next five years. Compared to other East Contra Costa County communities, Brentwood has a better balance in housing types by providing more multifamily units and mobile homes than the other communities. According to the 1980 Census, only Bethel Island has a greater percentage of mobile homes.

FIGURE 11

DWELLING UNIT TYPES: 1980



Source: Technical Memorandum #3 for City of Brentwood
WPM Planning Team, May, 1982

Figure 12 shows the 1975 population by dwelling unit. Single family homes, as would be expected, contained the highest average household sizes. Vacancy rates were highest for duplex and multifamily units.

FIGURE 12

1975 POPULATION BY DWELLING UNIT*					
	<u>SF</u>	<u>DUPLEX</u>	<u>MF(5+)</u>	<u>MOBILE HM.</u>	<u>TOTAL**</u>
	<u>2,715</u> 829/871	<u>294</u> 121/131	<u>301</u> 164/186	<u>340</u> 155/156	<u>3,650</u> 1,269/1,344
Vacancy Rate	4.8%	7.6%	11.8%	.6%	5.6%
Average House- hold Size	3.3	2.4	1.8	2.2	2.9

* KEY: $\frac{\text{POPULATION}}{\text{OCCUPIED DWELLING UNITS/TOTAL DWELLING UNITS}}$

** Total excludes group quarters population of 12

Source: 1975 Special Census, State Department of Finance

There is no current data on the age of the housing. The redevelopment plan for Brentwood identified a number of deteriorating units in the downtown area where the older housing exists. The low median value of the 1980 housing stock is in part due to the age of the housing. Figure 13 shows the estimated age of the housing stock.

FIGURE 13

ESTIMATED AGE OF HOUSING STOCK: 1982		
<u>Age</u>	<u>Units</u>	<u>Percentage</u>
Pre-1950	425	25%
1950-1970	510	30%
1970-Present	<u>765</u>	<u>45%</u>
	1,700	100%

Source: Planning Department records based on estimate of 1,700 dwelling units.

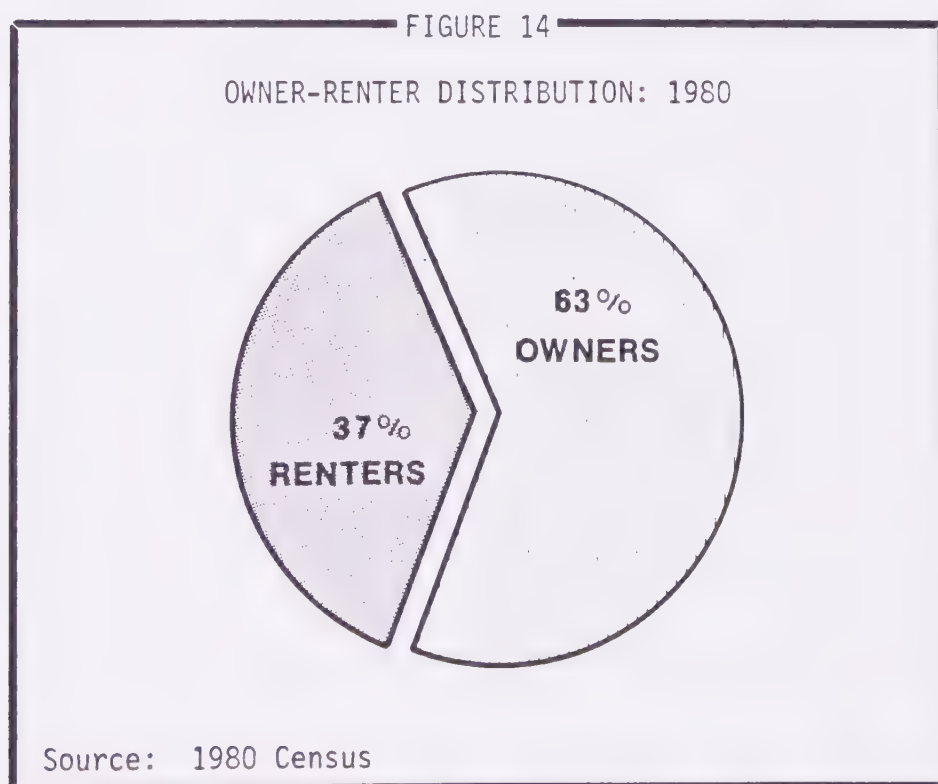
B. Owner-Renter Distribution

The 1980 Census indicated that the majority (63%) of the City's occupied housing units were owner occupied while in 1975, 64% of the units were owner occupied. In contrast, Brentwood's percentage of owner occupied units is lower than that of the entire County. 68% of the County's housing units were owner occupied in 1980. Brentwood also had the lowest percentage of owner occupied units in East Contra Costa County. This can be due in part to the fact that Brentwood is the most urban East Contra Costa community. Because of increasing housing costs, the percentage of renter occupied units in Brentwood may rise.

Figure 14 shows the 1980 owner-renter distribution. While renters comprise a smaller percentage of total households, frequently their needs are greater. For example, although renters made up only 37% of the 1980 households, this group comprised 66% of the households having needs according to the 1975-81 HAP.

C. Vacancy Rate

The vacancy rate for single and multifamily housing units is decreasing. In 1975 the vacancy rate was 5.6% and by 1981 it had decreased to 2.3% (2.4% for single family and 2.1% for multifamily units) according to the Housing Vacancy Survey published by the Federal Home Loan Bank of San Francisco. All of Brentwood's multifamily units are rentals, since the City currently has no condominiums or townhouses. The percentage of vacancies from this survey that are actually available for sale or rent is unknown.



Also, local realtors report a high demand for rental units which suggests a very competitive rental market. The California Department of Housing and Community Development's Sources of Data for Housing Elements states that a 4% overall vacancy rate, or a 2% owner and 5% rental vacancy rate, is one which represents an adequate choice in the housing market. The current vacancy rate indicates rental choice is severely limited. Conversions would further impact this condition.

HOUSING NEEDS AND CONSTRAINTS

A. Affordability

While housing costs in the single family home market have increased dramatically, household incomes have not increased as rapidly. The average market price of homes in East Contra Costa County increased 43% from \$50,710 in 1977 to \$72,290 in September, 1980. During this same period, the Bay Area's estimated median income increased by only 22%.

There is no data available to show the number of households in Brentwood that pay more than 25% of their gross annual income for housing. The 1975 Special Census reported that 36.8% of the County's renter households were overpaying, while 21.1% of the owner occupants were overpaying. Overpayment is generally concentrated in the lower income groups. For example, 85% of the County's households overpaying in 1975 were considered low and moderate income. Brentwood's 1975-81 HAP showed that 342 households need housing assistance. This figure includes 26 owner occupant households and 6 renter occupied households having rehabilitation needs as well as households that are overpaying for housing or are overcrowded. Figure 15 indicates the number of very low and low income households requiring housing assistance. The majority of households that overpay are small families. There are approximately 310 very low and low income households in Brentwood with affordability needs, 227 are renters and 83 are homeowners.

FIGURE 15

LOW AND VERY LOW INCOME HOUSEHOLDS HAVING HOUSING ASSISTANCE NEEDS: 1975-1981

	<u>Total*</u>	<u>Elderly & Handicapped</u>	<u>Small Family</u>	<u>Large Family</u>
Owner Households:	115	37	65	14
Renter Households:	227	87	114	26
Total Needs:	342	124	179	40

* Total need includes 32 households having rehabilitation needs.

Source: 1975-81 HAP for Brentwood

There is no current information on moderate and above moderate households with affordability needs. Generally, the higher income groups experience the least affordability needs. Overpayment by moderate and upper income households is not as serious since these households have more discretionary dollars to purchase the other necessities of life. Based on the affordable housing costs shown in Figure 10, only those in the highest income groups would be able to find affordable owner occupied housing in Brentwood. Rental housing is affordable to most income groups.

To summarize the available data, current affordability needs for Brentwood appear to be concentrated in the very low and low income groups. Renter households have greater needs than owner occupants. In respect to type of household, small family households experience the greatest need. The community participants at the workshops also indicated a need for additional rentals, low cost elderly housing and affordable starter housing for families. Moderate income households have affordability needs in Brentwood. As housing prices continue to outpace the rise in incomes, these households will most likely have greater affordability needs.

B. Market Constraints

Market constraints, which significantly affect the cost of housing, are important factors to take into account when discussing affordable housing. A June, 1980 report prepared by the Real Estate Research Council of Northern California states that escalating land prices, construction costs and high interest rates are the major contributors to the increased cost of housing in the San Francisco Bay Area. From 1976 to 1980 residential lot values increased 142.9% from \$16,792 to \$40,795, residential construction costs increased 47.9% from \$25.34 per square foot to \$37.48 per square foot, and interest rates increased from 7% in 1970 to over 16% in 1980. In 1982, local Brentwood realtors reported the cost of land suitable for residential development ranges from \$40,000 - \$65,000 per acre inside the City limits and \$30,000 - \$40,000 outside the City limits. Interest rates are over 13%. The Bank of America reported that total construction costs of a Bay Area home in January, 1981 averaged \$63,861 or \$40 per square foot.

Meeting the housing needs of Brentwood residents and potential residents requires mitigating or overcoming several constraints such as the high and continually escalating land and development costs and low vacancy rates plus the lack of new multifamily rental construction. The impact of land costs and low vacancy rates severely affects low income households. Development has been slowed considerably by high interest rates and the lack of available financing. Within Brentwood, approximately 373 dwelling units are in the Tentative or Final Map stage. However, it is uncertain if construction will occur because of the prevailing market conditions. Market constraints are partially mitigated by some of the lower cost housing available, the City's participation in the County's mortgage revenue bond program, the development of manufactured lower priced housing and the availability of some Farmers' Home Administration subsidies. However, market constraints remain the major factor inhibiting growth.

C. Government Constraints

1. Land Use and Development Controls

Brentwood's development regulations allow for flexible development standards to permit affordable housing and the existing vacant land can accommodate this housing as shown in the "Analysis of Vacant Land" section of this element. The Zoning Ordinance permits multifamily developments in single family zones, mixed uses, densities up to 30 dwelling units per acre, and the use of PDD zones to maximize densities. The General Plan revision will most likely designate prime agricultural land to remain as such. However, sufficient vacant land exists for residential development.

Building codes are not a serious constraint to residential development. Building inspections in Brentwood are made by Contra Costa County's building inspectors. New construction is required to meet the standards of the Uniform Building Code. The City has no mandatory code inspections, although inspections would be made if complaints were received or if renovations or additions were planned. For example, certain types of room additions would require the applicant to bring the building (or part of it) up to existing codes.

2. Service and Facility Infrastructure

Limited infrastructure for the provision of such services as water, police, fire and schools may also restrict housing development. Brentwood has some problems with its infrastructure which would inhibit long term future residential development. For example, the existing water distribution system needs replacement in some areas and the sewage plant has a capacity of about 6,500 users. The City has recently formed a Redevelopment Agency to finance infrastructure improvements. These improvements will occur over a 25 year period, most likely beginning in 1983. The following text, is part of a November 12, 1981 report titled "Background Report: Blighted Conditions in the City of Brentwood" prepared by Associated Townplan Consultants, Inc. It describes the current condition of the City's infrastructure.

"Since 1966, the City of Brentwood has managed its own water system, having assumed control of the Contra Costa Water District #1. Brentwood is the only municipal district in the County which relies solely upon wells for its water supply. Water is drawn from five wells, which range in depth from 100 to 200 feet. Only minimal treatment by chlorination is necessary. The system has an available water storage capacity of 150,000 gallons. The existing water distribution system is inadequate and in need of replacement. Many of the water lines in the downtown area are six inch cast iron and steel pipes. These lines in many cases run adjacent to sewer lines and

present a potential health hazard. The existing sizing and water pressure of these older lines also present a potential fire hazard situation due to their inadequate levels of water pressure...."

"The City of Brentwood took over the Brentwood Sanitation District in 1966. This system consists of trickling filters and ponds with effluent being discharged for irrigation. The City's treatment plant was enlarged and improved in 1971, and currently meets Regional Water Quality Control Board requirements. The existing sewer system has several deficiencies. The present 10" vitrified clay pipe which runs along Spruce Street and Railroad Avenue was laid improperly and has low spots in the line. In addition, there is a deficient cast iron pipe along a portion of Dainty Avenue. Finally, a lift pump in the vicinity of Susan and Shirley Streets has become a maintenance problem...."

"Large portions of the incorporated City have experienced flooding due to inadequate drainage. These problems exist for a variety of reasons. The soils which underlie much of the City contain high concentrations of clay which tends to form an impermeable subsoil layer. When these soil characteristics are combined with the annual rain they create drainage problems. These same soil features which lead to drainage problems also create high subsurface or groundwater levels. During the winter months, the water table may reach a level of less than two feet below the surface. These conditions raise the possibility of groundwater contamination from septic tanks, and in some cases seepage from sanitary sewers or other facilities. The present drainage system is inadequate in many parts of the City due to age and obsolescence. This is especially the case in the central business district or downtown area, where the system relies on corrugated metal pipe which is in need of repair or replacement. Contributing to this situation is the lack of adequate curbs and gutters on many of the streets in the downtown areas...."

"Most of the streets in the planning area consist primarily of County roads laid out in a typical grid system oriented along north-south and east-west axes following section lines. The basic road pattern was established in the early 1930's to service agricultural needs, and has changed little since then. State Highway 4, a major east-west route bisects the City and links Brentwood with Stockton and the San Joaquin Valley to the east, and with the San Francisco Bay Area to the west. During peak hours of operation, access from many of the local streets onto State Highway 4 has become increasingly difficult. The City's Circulation Element has recognized these problems and has adopted a policy to 'Exert maximum

effort to affect planning and implementation of solutions to State Highway improvement (Route 4 and others) affecting the city'...."

"The existing street system in the downtown area is deficient in several important ways. Most of the alleys in the downtown lack paving and are substandard in character. Many downtown streets lack curbs, gutters or sidewalks and have not been developed to their ultimate right of ways. The Circulation Element's action program makes a recommendation to 'Upgrade all existing inadequate roads by improving or constructing pavement, curbs, sidewalks, and gutters'. Adequate financial resources to carry out this recommendation do not presently exist. The central business district lacks a parking district and is in need of an organized parking plan. Finally, substandard parcels along Dainty Avenue pose a potential circulation problem due to their inadequate width or length which has resulted in disuse due to faulty planning...."

In addition to utilities, the assessment of infrastructure covers public services such as schools and fire. The high school district serves much of East Contra Costa from its school in Brentwood. The school is presently operating above capacity by leasing portable classrooms. Capacity could be expanded over 50% before a second school would be necessary. The County has a school impact fee for new residential units to assist in financing these additional classrooms. As of April, 1982, the existing enrollment of the City's three elementary schools was 1,257 and total capacity could be expanded to 1,600.

The Brentwood Fire District is planning to purchase new pumpers and construct two additional stations to accommodate future growth. In order to improve its insurance rating, the deficiencies in the water system (discussed previously) in the old downtown area will need to be corrected. To finance new stations and equipment outside the City limits, a development fee is being considered. Staff consists of a part-time operations Chief and 30 volunteers who are paid for calls.

Infrastructure improvements are financed currently through development grants. The Redevelopment Agency's fees and tax increments will permit additional improvements.

3. Permit Approval Process

Development review also affects housing costs. Because of interest rates and inflation, the longer it takes for a development proposal to be approved, the higher the development costs. A residential project with about 20 units takes 6-12 months between the time the initial application is filed to when the Final Map is approved. Developments with low and

moderate income units are not given fast track processing. Planning fees required are average in comparison to other Contra Costa County cities and reflect post Proposition 13 needs. Fees are equivalent to about \$3,400 per unit. The entire fee is used to provide essential City services and to correct existing infrastructure deficiencies.

4. Article 34

Article 34 of the California Constitution requires a positive vote of the electorate in order to allow for the development, construction, or acquisition of low rent public housing. A referendum such as this has been submitted to and rejected by the Brentwood electorate in 1980. Brentwood currently has 44 units of public housing, constructed over 20 years ago, and prior to the adoption of Article 34.

Without referendum authority, a Housing Authority can still participate in various federal and state programs that promote low and moderate income housing programs but is unable to utilize HUD's low rent Public Housing Program that provides for public owned rental housing. Also, without referendum authority, the City cannot use tax-exempt financing for more than 49 percent of the units in a project which is privately owned and developed.

D. Projected Five Year New Construction Need and Regional Housing Allocation

Brentwood's five year new construction need incorporates a share of the regional housing need of persons at all income levels as identified by ABAG. The regional need includes the existing and projected regional demand for housing taking into account: market demand, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing, and housing needs of farmworkers.

ABAG's figures for Brentwood were based on data in Projections '79, which provided projections for population, households, employment, and sewer and land capacity. These estimates contain an annual growth rate of 14%. Figure 16 shows ABAG's projections. These projections will be largely dependent on current housing market conditions. The ABAG projections came out in 1982 and do not reflect the actual construction which occurred in Brentwood during 1980 and 1981. Between 1980 and 1982 there were about 103 units constructed. If current conditions continue, the five year increase in dwelling units for Brentwood would be around 380 units rather than the 1,073 estimated by ABAG. There are also 343 units in the Tentative or Final Map phase and another 4,200 units in the planning stage. While there can be both internal and external circumstances that slow development, conservative estimates indicate that by the year 2000, population could be 18,000-20,000. However, this growth would require an average net increase of 300 units between 1982 and 2000, although in recent years the annual average was approximately 64 units.

Besides projecting new households, ABAG estimated the tenure of housing to produce a figure of the needed rental stock in 1985 to maintain the estimated 1980 percentages. With home ownership becoming more difficult, the percentage of rental units could increase over the 1980 percentages. The percentages for Brentwood are shown in Figure 17. In order to maintain 27% of its housing stock as rental units, Brentwood would need an additional 290 units available for rent between 1980 and 1985.

FIGURE 16

BRENTWOOD'S 1985 HOUSING INCREASE
BASED ON ABAG'S REGIONAL ALLOCATION MODEL

<u>1980 Households</u>	<u>1985 Households</u>	<u>Available Vacancy Rate Needed in 1985*</u>	<u>Available Housing Needed in 1985</u>	<u>Available Housing Increase 1980-85*</u>
1,532	2,565	2.25%	2,624	1,073

* Desirable vacancy rate established by ABAG.

Sources: ABAG projections, 1980 Census

FIGURE 17

1985 RENTAL UNITS NEED TO MAINTAIN 1980 PERCENTAGES

<u>1980 Percentage Owner Units</u>	<u>1980 Percentage Rental Units</u>	<u>Needed Increase in Available Stock for 1985</u>	<u>Needed Available Rental Units in 1985 to Maintain 1980 Rental Percentages</u>
73%	27%	1,073	290

Source: ABAG estimates using data from the Franchise Tax Board, State Department of Finance, and the U.S. Department of Housing & Urban Development

Regional housing need includes housing for all income levels. Based on information on family size and household incomes from the U.S. Department of Commerce, the State Department of Finance, the

Franchise Tax Board, and the California Department of Savings & Loans, ABAG established the income levels for the 1985 increase in available housing. The distribution of the 1,073 units by income category for Brentwood is shown in Figure 18. Of the 1,073 units increase in available housing between 1980 and 1985, the regional allocation system established by ABAG would indicate that 47% or 504 units should be available to above moderate income households, 14% or 150 units should be available for moderate income households, 13% or 140 units should be available to low income households, and 26% or 279 units should be available to very low income households.

FIGURE 18

ABAG ESTIMATED NUMBER OF AVAILABLE OR NEW HOUSING UNITS
NEEDED BY INCOME GROUP (1980-1985)

<u>Available Housing Needed Increase</u>	<u>Above Moderate Income</u>	<u>Moderate Income</u>	<u>Low Income</u>	<u>Very Low Income</u>
1,073	504	150	140	279
	(47%)	(14%)	(13%)	(26%)

Source: ABAG projections based on The Regional Allocation System

ABAG estimated that 13 housing units in Brentwood would need replacement between 1980 and 1985 based on an assumption that removals would occur at one-half the annual rate of .5% assumed in the Statewide Housing Plan. However, this figure does not reflect the data obtained in a survey by the consultants for the Redevelopment Agency. The "Redevelopment Area" which includes the majority of units requiring rehabilitation contains 103 units requiring rehabilitation and another 99 units requiring replacement. However, demolition of all 99 units is not expected to occur within the next 5 years. There will probably be 15-20 units demolished within the time frame of the element.

In summary, between 1980 and 1985, 1,073 dwelling units should be available in Brentwood in excess of the 1,532 occupied dwelling units in 1980. The additional available units presumes a 2.25% vacancy rate. 27% or 290 of these units should be available as rentals and 15-30 units should be replaced. Existing need for 1980 is as follows: an estimated 310 low and very low income households are overpaying for housing, 143 households are overcrowded, and 103

units require rehabilitation. (Rehabilitation needs are discussed in Chapter IV.) Combining existing and projected needs, there will be an estimated total of 887 very low and low income households in 1985 with affordability needs, or who need replacement housing, or who are overcrowded. Overcrowding is often related to affordability needs.

There is no information on the number of moderate income households with affordability needs. Some moderate income households would experience difficulty in purchasing housing, however there would be affordable rentals for this group. Using comparable Bay Area averages, it could be estimated that 25% of the moderate income households have affordability needs. Therefore, if 14% of the 1,532 (1980) households were moderate income and 25% of that group had affordability needs, there were an estimated 54 moderate income households in 1980 with affordability needs. By 1985 this number could increase to 204 if all the new moderate income households have affordability needs. If 15% of the above moderate income households in 1980 had affordability needs, there would be 108 above moderate income households in 1980 with affordability needs. If this percentage of need remained constant, there would be an additional 76 above moderate income households with affordability needs between 1980 and 1985. Figure 19 shows the estimated existing and projected (1985) affordability needs by income group.

The City currently has a larger share of very low and low income households (39%) as compared to the rest of the Bay Area (35%). In order to balance the proportion of income groups, efforts must be made to attract moderate and above moderate income groups to Brentwood. While recognizing the needs of the lower income groups, there should also be development proposals for moderate and above moderate income households. Moderate income households would be able to purchase some and rent most of the existing housing in the City; whereas the above moderate income households would most likely have little, if any, affordability problems.

FIGURE 19

ESTIMATED EXISTING AND PROJECTED AFFORDABILITY
NEEDS BY INCOME GROUP (1980-85)

<u>INCOME GROUP</u>	<u>EXISTING</u>	<u>1980-85 INCREASE</u>
Very Low:	468	140
Low:		279
Moderate:	54	150
<u>Above Moderate:</u>	<u>108</u>	<u>76</u>
TOTAL	630	645

Sources: ABAG estimates of percentages of income groups in Brentwood, 1975-81 Housing Assistance Plan

Comparing the estimated needs shown in Figure 19 with the City's developments in the Tentative Map or Final Map phase, Figure 21 shows the maximum number of units which could be constructed or conserved over a five year period. This figure assumes that all units approved or in the tentative map phase will be built. In fact, due to housing market conditions, this may not occur.

Brentwood's actual growth rate over the past five years has averaged 64 units per year or about 3.8 - 4%. City records indicate 56 building permits were issued in 1980, 62 in 1981, and 3 in 1982 (January - September). Assuming an average growth rate of 4%, there would be 288 units constructed between 1982 and 1986. There is always difficulty in predicting trends since the housing market is affected by so many internal and external factors. Therefore, to contrast possibilities, Figure 21 illustrates what could happen if all units approved or in the planning stage were constructed, while Figure 20 shows actual construction trends.

FIGURE 20

BRENTWOOD'S POSSIBLE FUTURE GROWTH RATE (4%)
BASED ON PAST AND CURRENT CONSTRUCTION TRENDS

<u>Year</u>	<u>Estimated Units</u>	<u>Estimated Population</u>
1982	1,700	4,678*
1983	1,768	5,092**
1984	1,839	5,296**
1985	1,912	5,507**
1986	1,988	5,725**

* State estimate

** Assumes 2.88 persons per household

Source: Estimates of units based on actual construction trends in Brentwood

FIGURE 21

MAXIMUM NUMBER OF UNITS TO BE CONSTRUCTED OR CONSERVED
OVER A 5 YEAR PERIOD IN BRENTWOOD*

Very Low & Low Income:

- . 8-10 units (density bonuses or 2nd units)
- . 5 units FmHA Section 502
- . 100 elderly units under Section 202 (if funding is available)
- . 23-28 units for migrants or seasonal farmworker households at the Blue Goose Labor Camp
- . 10 units under HOHI (if funding is available)
- . 30 units through purchasing the manufactured housing planned by PCSI
- . 30 more units under the Section 8 Program

Sub-Total: 206-213 New Construction or Section 8 Very Low and Low Income Units

Units Conserved: (Housing units preserved as affordable because of conversion ordinances or public housing)

- . 44 units of public housing
- . 192 (approximately) apartments of 5 or more units could be conserved by a conversion ordinance
- . 224 (approximately) mobile homes could be conserved by a mobile home conversion ordinance
- . 50-55 units rehabilitated under various federal programs

Sub-Total: 510-515 units conserved

Moderate Income:

- . 3-5 mobile homes
- . 50 units through mortgage revenue bond programs
- . 35 units of manufactured housing planned by PCSI
- . 5 units if developers use density bonuses
- . 5-15 units under FmHA Section 502

Sub-Total: 98-110 New Construction Moderate Income Units

Above Moderate Income:

- . 365 units with Tentative Maps or Final Maps approved between 1980 and September 1982, excluding Ronayne-Peterson subdivision
- . 1400 Planned Developments pending approval May, 1982

Sub-Total: 1,765 New Construction Above Moderate Income Units

* Assumes all units in planning stage will be constructed.

Sources: Brentwood Planning Department, September 1982 and WPM Projections for the Brentwood General Plan Refinement Study Area

ANALYSIS OF ADEQUATE SITES

A. Development Potential of Vacant Acreage

The identification of needs and constraints associated with the development of housing would be incomplete without an analysis of land available for this development. The evaluation of sites is also necessary to: determine the availability of land to accommodate a range of housing for all income groups, aid in making decisions on specific plans or development proposals, and provide for the incorporation of these sites into the General Plan, allowing for rezoning when appropriate.

A 1982 report titled "Land Use Planning Factors" prepared by the WPM Planning Team indicated Brentwood has sufficient vacant land within the City limits and adjacent unincorporated land to accommodate a population of 20,000 by the year 2000 assuming infrastructure improvements are made as planned. The major issue regarding vacant land that the City must resolve is the conflict between urban and rural land use and where growth should be channeled.

The following section will summarize existing land use, constraints, and development projections as presented in the WPM Study. The Study divided Brentwood's Planning Area (12,400 acres) into six distinct districts, described as planning units. Figure 22 shows the location of these units.

Planning Unit I, the Eastern City District, comprises 500 acres of incorporated land. 76% of the City's multifamily units are located in this area as well as almost all the commercial, industrial, and public uses. The area contains 673 dwelling units of which 45% are multifamily. There are 84 acres of vacant land. The Redevelopment Agency plans for redevelopment of over 100 acres in Planning Unit I to contain 50 acres of new housing, 15 acres of light industry and 47 acres of commercial uses. It is anticipated that 1,300 dwelling units could be added through redevelopment. Within this area, the highest densities (30 units per acre) occur, making the area best suited for low and moderate income units. The eventual demolition of some of the existing substandard houses which are located in Planning Unit I (the East City District), will require construction of replacement housing. Tax increments obtained from the Redevelopment Agency can be used to provide replacement housing as discussed in Chapter IV of this Element.

Planning Unit II, the Western City District, contains 1,100 acres of incorporated land which is presently in low density single family (97%) residential developments built after 1950. There are 450 acres of vacant land. Some (less than half) of this land already has approved projects. For example, there are 373 dwelling units approved and all but 88 units (townhouses) will be single

FIGURE 22

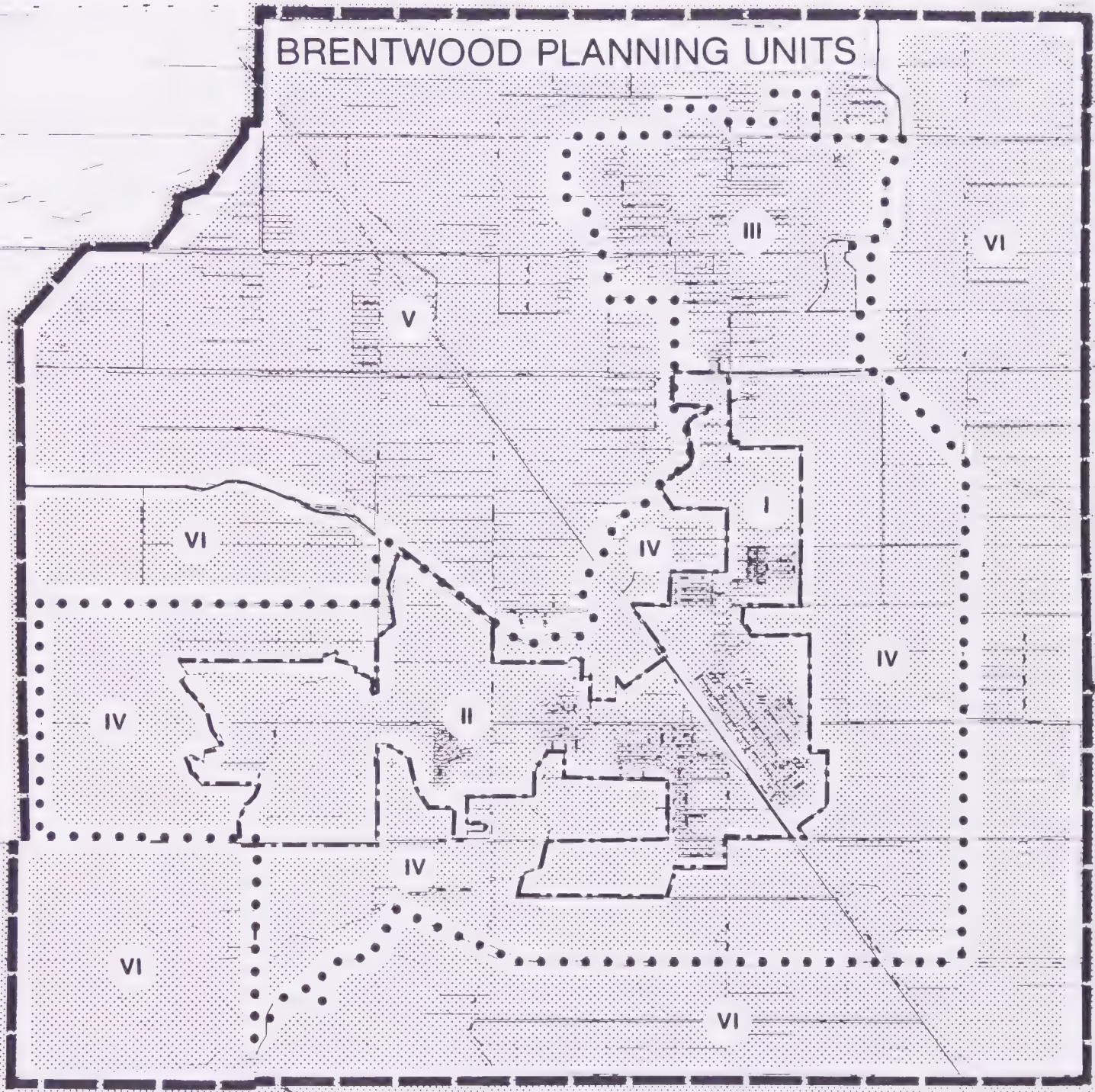
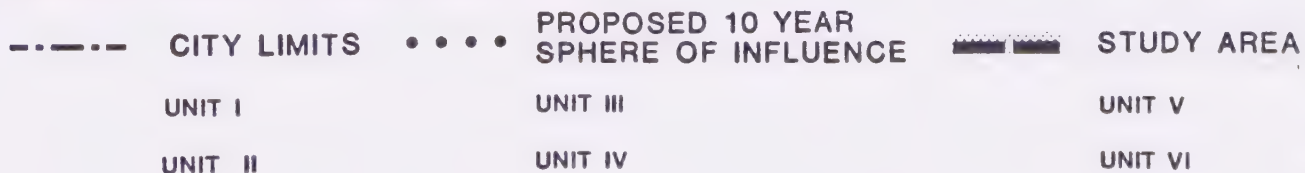
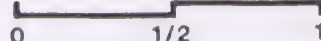


FIGURE 2

BRENTWOOD PLANNING UNITS



SCALE MILES



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PREPARED BY WPM PLANNING TEAM, JUNE 1982

family homes. There are another 1,200 units pending approval. Densities permitted range from 2.5 - 43 units per acre depending on the location of the site. This area includes a small section which is part of the Redevelopment Area. The northern part of the Western City District is composed of approximately 12 single family homes and duplexes on large lots surrounded by agricultural uses, while the southern portion contains a mix of uses similar to the Planning Unit I (the Eastern City District). Planning Unit II can also provide housing close to the downtown. One of the issues regarding future development is whether any of the vacant land in this district should be preserved for agricultural uses or whether it should be completely developed as residential. If residential development is planned, the City must decide if the densities should be similar to existing densities or lower to provide a transition between residential and rural areas. The northern portion of this area poses a good opportunity for encouraging estate type of housing to draw higher income households to Brentwood.

Planning Unit III, the Highway 4/Lone Tree Way District, located within the City's 10 year Sphere of Influence, contains 750 acres of unincorporated land with 282 dwelling units generally on small lots. Inside this area there are sewage, drainage, and water supply problems, as well as incompatibilities between residential and industrial uses. Drainage problems could be improved by following the County's Flood Control Drainage District Plans and land use buffers could mitigate the incompatibilities between residential and industrial uses. This area is zoned by the County mostly as A-2 which allows 5 dwelling units per acre. The other zoning ranges from R-100 (100,000 square foot parcels) to R-B (12 units per acre).

Planning Unit IV, the Intermediate Agricultural District, contains 93 dwelling units and 2,750 acres of unincorporated lands, predominantly in agricultural uses on 20-160 acre parcels. Many of these parcels exceed the minimum lot size allowed by the County and therefore could be subdivided. Planning Units IV, V, and VI are zoned A-2, A-3, and A-4 by the County allowing densities of 5, 10 and 20 units per acre. Planning Unit IV allows Brentwood an opportunity to preserve agricultural land. However, the County zoning currently precludes this opportunity. This area could be a buffer zone channeling growth primarily in the northern and western directions. If LAFCO adopts the City's proposed 10 year Sphere of Influence, the City would be responsible for planning this area.

Planning Unit V, the Ranchette District, contains 3,300 acres of unincorporated land which have been subdivided into many ranchettes in the last 20 years. It contains 464 dwelling units and also has the potential for an urban buffer area between Brentwood and Antioch. Presently, ranchettes are surrounded by agricultural lands. The County's existing land use policy would allow parcelization into lots of 5, 10, and 20 acres. Like Planning Unit IV, the continued viability of the land as agricultural is questionable based on the County's land use policies. However, continued agricultural use would maintain the rural character of Brentwood.

Planning Unit VI, the Outlying Agricultural District, contains 4,000 acres of prime agricultural land and 58 dwelling units. This area presents the best opportunity to preserve agricultural land in large parcels if the County's General Plan densities were increased. About 80% of the soils in this district are classified as prime (Class I and II) and almost all the area is in agricultural production of orchards, row, and field crops. As long as agriculture is a viable economic industry for East Contra Costa County, land use planning should be focused on the preservation of this area for rural uses.

In summary, the City currently has 534 acres of vacant, incorporated land, in addition to the acreage in the downtown which is planned for redevelopment. The proposed Sphere of Influence Planning Units III and IV in Figure 22 shows the lands which the City proposes to annex within ten years. There are an estimated 500 units that could be built on infill. Most of the undeveloped parcels are zoned PDD which permits densities from 2.5 units per acre to 43 units per acre, although 43 units per acre is generally too high for a small rural area like Brentwood. Figure 23 shows the sites that have potential for higher density residential development within the City limits. All of the sites in Figure 23 can be served by the existing infrastructure and developed within five years. In some cases, rezoning would be necessary. Appendix A shows City projects pending approval.

B. Commercial, Industrial and Public Lands

The analysis of vacant residentially zoned lands indicates there is sufficient vacant land for additional residential use without rezoning industrial or commercial to residential. In fact, commercial and industrial development is essential for Brentwood to balance its jobs and housing ratio. Consequently, no rezoning of commercial and industrial land to residential is necessary at this time.

A review of vacant public lands indicates the City holds several small one acre sites plus a larger (9 acre) parcel that will be used for park development. At this time, these sites are not suitable or necessary for residential use.

C. Annexations

Annexations are ongoing. As part of the development process, developers are required to extend sewer and water lines to their developments. There are currently eleven proposals totaling about 4,297 dwelling units pending approval, and of these 3,080 units are on parcels pending annexation approval.

D. Standards and Plans for Site Selection

All residential sites are considered potential sites for non-market rate housing. There are no separate standards or restrictions for evaluating sites for manufactured housing. At present there are several mobile home parks located in Brentwood. Any vacant residential site considered for HUD assisted housing must meet the HUD

FIGURE 23 SITES WHICH HAVE POTENTIAL FOR HIGHER DENSITY RESIDENTIAL DEVELOPMENT

LEGEND

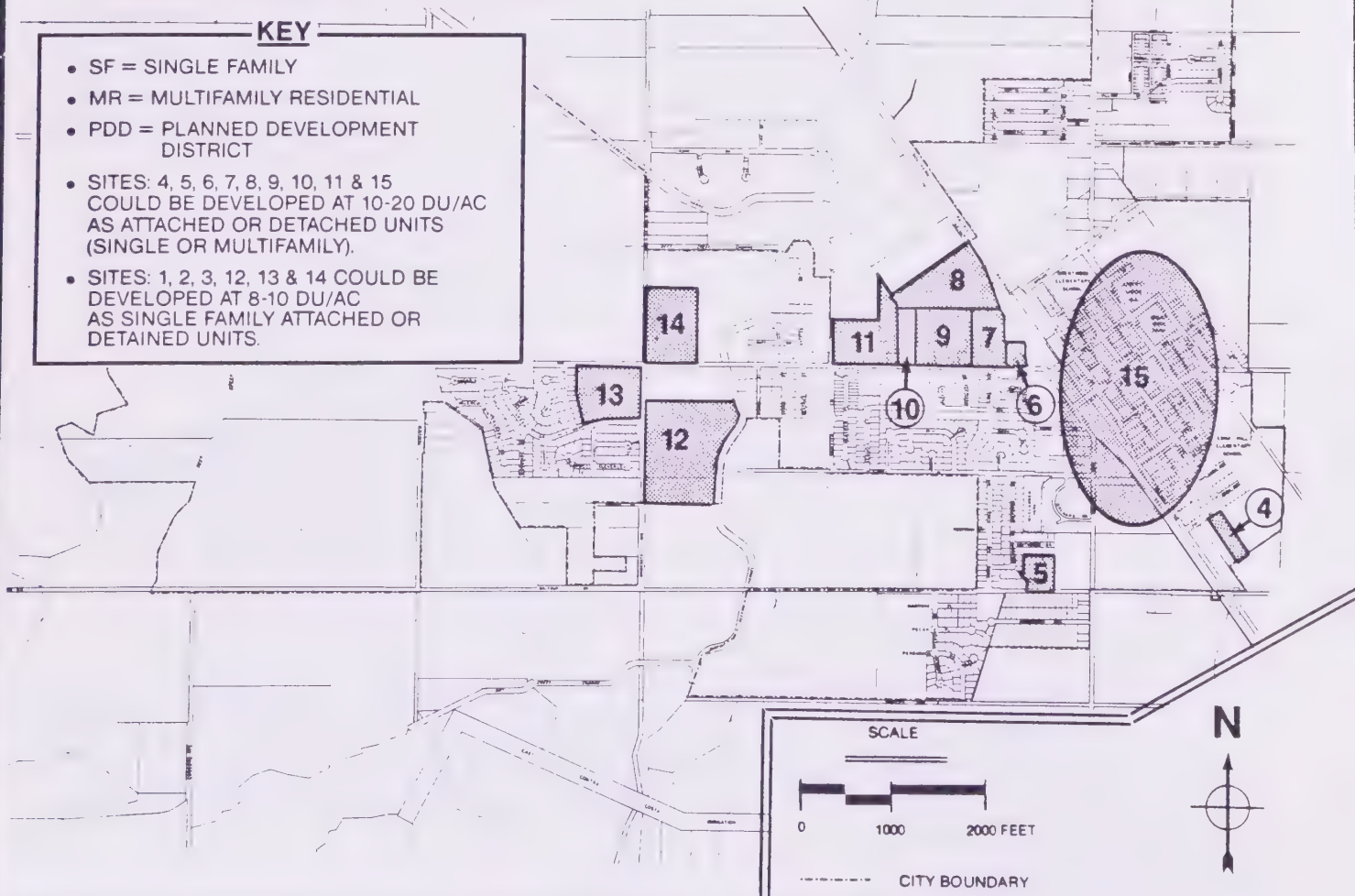
SITE	SITE SIZE (ACRES)	EXISTING ZONING DISTRICT	POTENTIAL DWELLING UNITS
1	15	PDD	120
2	13	PDD	122
3	21	PDD	140
4	2	MR-30	40
5	3	MR-30	60
6	1	MR-30	20
7	5	MR-30	75
8	13	SF-6*	160
9	11	SF-6*	130
10	3	MR-30	40
11	10	SF-6*	120
12	25	PDD**	200
13	9	PDD**	88
14	12	PDD-MR-21 PDD-MR-10	117
15	SMALL PROJECTS WITHIN REDEVELOPMENT PROJECT AREA		250
TOTAL = 1682			

* REZONING TO HIGHER DENSITY WOULD BE NECESSARY

** MAXIMUM 10 DWELLING UNITS PER ACRE

KEY

- SF = SINGLE FAMILY
- MR = MULTIFAMILY RESIDENTIAL
- PDD = PLANNED DEVELOPMENT DISTRICT
- SITES: 4, 5, 6, 7, 8, 9, 10, 11 & 15
COULD BE DEVELOPED AT 10-20 DU/AC
AS ATTACHED OR DETACHED UNITS
(SINGLE OR MULTIFAMILY).
- SITES: 1, 2, 3, 12, 13 & 14 COULD BE
DEVELOPED AT 8-10 DU/AC
AS SINGLE FAMILY ATTACHED OR
DETACHED UNITS.



Site and Neighborhood Standards and the HUD Property Standards (Title 24, Sections 880.206 and 880.207 or the successor sections). In addition to meeting federal and state criteria for assisted housing, the City will review proposals for assisted housing to determine if the following criteria are met in site selection.

1. Elderly and Handicapped Housing

Elderly housing is typically apartments with one and two bedrooms, designed for people 62 years of age and older. Elderly housing can have higher densities than family housing and includes some handicapped units.

The primary considerations in evaluating sites in Brentwood for elderly housing are: proximity to shopping, social services, public transportation, and health care. Since apartment managers prefer a project with at least 50 units, the site size should be a minimum of two acres. If density was increased for elderly housing, one acre would be acceptable. Also of primary consideration is compatibility to adjacent development, cost, and community acceptance.

Secondary considerations involve proximity to recreation and churches, special amenities such as trees and views, and the absence of detrimental conditions such as traffic, noise, industrial use, etc. Using these criteria, the most likely sites for elderly housing would be in and around the downtown. Here the elderly are afforded proximity to transportation, shopping, and recreation. All of the vacant sites in Brentwood are flat which increase the accessibility for the elderly and handicapped.

2. Family Housing

Family housing is defined as attached dwellings, often garden apartments, with two or three bedroom units designed for families with children. These units are appropriate for federal subsidies and many of the existing apartments in Brentwood are within the federal cost limits. Also, other subsidies make it possible to build these units for low and moderate income families. Some handicapped units are also provided among the family units.

The primary considerations in evaluating sites for low and moderate income families are: distance to public transportation, schools, employment, recreation; school quality and overcrowding; site size (one acre or larger); compatibility with adjacent development; assessed value; and community acceptance.

Secondary considerations include distance to shopping, social services, health care, and churches; special amenities such as trees and views; topography; and absence of detrimental conditions such as traffic, noise, industrial use, etc.

Some of the vacant sites, especially the larger parcels designated for high density, have the potential to be considered as family housing sites. All development of affordable housing should be part of a master plan to be developed in a manner as to be indistinguishable from the rest of the development that may occur at those sites. All of the vacant sites are in residential neighborhoods and school and recreational facilities are nearby.

Accessibility to employment is more difficult to determine. The 1975 Census reported the majority of the City's workers are commuting. Without additional commercial and industrial development, this percentage is to expected to increase.

E. Infrastructure Availability

The capacity of the existing infrastructure to meet housing needs has been discussed in a previous section. The major development constraint is the condition of the water trunk lines in certain areas. Also sewage treatment and storm drains need upgrading. Some schools are at capacity and fire services will need expansion. A Redevelopment Agency has been formed to improve the existing infrastructure to accommodate both residential and commercial/industrial development. Development fees, Community Development Block Grants, and other grants are also used to finance infrastructure improvements. Developers are required to extend sewer and water lines, if necessary, to their developments. The combination of fees, grants, and revenues to be obtained from the Redevelopment Agency will permit additional development so that infrastructure capacity will not inhibit growth.

Brentwood has sufficient vacant land zoned at densities which are appropriate to utilize government subsidies which are likely to become available during the time frame of the element and beyond. The land is presently zoned to accommodate a range of housing types. Densities exist up to 30 units per acre and the use of the PDD zone permits a range of housing types.

ALTERNATIVE METHODS TO INCREASE THE HOUSING SUPPLY

Through the use of its local powers there are actions the City can take to increase its housing stock. Brentwood has an existing supply of affordable housing which should be maintained and preserved. The City needs to provide some additional affordable housing to meet its replacement needs as well as the needs of new low and moderate income residents. At the same time, it is important to attract above moderate income residents to the community to maintain a balance in income groups. Also, as discussed previously, there is a need for more rental housing, elderly housing, and starter housing for young families.

The focus for providing new housing for very low and low income households is best directed to manufactured housing and multifamily units. These units are most likely constructed at a price range which lower income households can afford. The use of federal and state subsidies has a good impact in communities like Brentwood where housing costs are low. Although subsidies are becoming more scarce there are assistance programs which are available only to smaller sized communities like Brentwood. The City's existing allowable densities and land use regulations permit the development of lower cost housing. Regulation of conversions would also be a means to preserve the existing supply of affordable housing.

In providing housing for the moderate and above moderate income groups, there are several actions the City can take to attract higher income residents. For example, the activities of the Redevelopment Agency will have an indirect effect on drawing higher income groups to Brentwood. Improvements to the existing infrastructure and renovations in the downtown can stimulate economic growth which in turn can contribute to residential growth. Brentwood's participation in the County's mortgage revenue bond program will also assist moderate income groups in obtaining affordable housing mortgages.

The development of a housing program will require Brentwood to become actively involved with both the private sector and other public agencies. Provision of affordable as well as above moderate income housing is an objective the City cannot accomplish entirely by itself. The following section illustrates methods where the use of subsidies or non-monetary housing cost reduction techniques can increase the supply of all types of housing. Some of these methods are currently used by the City, others may be recommended in the Policies and Implementation Program Section.

A. Non-monetary Housing Cost Reduction Techniques

1. Rezoning and General Plan Amendments are ways to meet housing goals. The City is recently reviewing its vacant lands to determine potential land use changes. Also, as discussed previously, Brentwood's existing zoning allows for a range of housing types.

Brentwood has continued to annex Contra Costa County lands when it is able to provide sewer and water services for the housing. The City recently annexed the Blue Goose migrant labor camp which was renovated to provide 18 units of low cost housing for low income migrant and/or seasonal farmworkers. Approximately 55 acres can be annexed over the next five years and served by the existing infrastructure or with minor modifications. However, there may be additional acreage annexed within five years which will not be served by the existing infrastructure.

2. Phased Development

To insure that commercial and industrial development is connected to housing development and vice versa, the City could adopt a policy phasing residential and economic development. Residential development would be considered as to how much further the jobs and housing balance would be affected. Economic development would be reviewed as to whether affordable housing for the employees generated would be available. For example, certain types of jobs generate different employees. This type of policy would attempt to establish a relationship between jobs and housing. This is most likely not a feasible type of policy for Brentwood at the present until the activities of the Redevelopment Agency are underway and economic growth becomes more imminent.

3. Assistance to Developers

The City can aid developers of lower cost and upper income housing by the identification and selection of sites for both types of housing and provision of information regarding federal and state subsidy programs. Both non-profit and private developers that specialize in the construction and/or financing of lower cost and upper income housing can be encouraged to submit proposals for the various sites identified. Brentwood is presently working with the County and Pacific Community Services Inc., a non-profit developer of non-market rate housing, to enable the development of 130 manufactured units, 50% of which would be for low and moderate income households.

4. Planned Development and/or Bonus Incentives

Cities have often used zoning tools to promote special types of development or provide various amenities. Generally incentives such as reduced parking or increased density have been granted for providing additional open space, setback, or pedestrian amenities in commercial and industrial developments. Bonuses can reduce some of the development costs of low income housing. For example, by permitting development at higher densities, land costs can be reduced. The developer is allowed higher density and a reduction in site improvement costs if he or she provides a portion of the extra units at cost. In contrast, lower densities stimulate estate type development.

Bonus incentives can be used by allowing extra density for all lower cost housing in all multifamily zones or only for those sites identified for the development of low cost housing. The Zoning Ordinance could be modified to accomplish this or a "floating zone" for low cost housing could be established. A floating zone is a specialized type of zone classification which is not mapped but exists in text form in the zoning code. Whenever a development is proposed that complies with the floating zone, the area for the development may be mapped into such a zone. A floating zone could be used to encourage infill at higher densities and discourage low densities in the downtown. Brentwood's Zoning Ordinance allows multifamily at higher densities in its R-1 Single Family zones if the development is compatible with the adjacent single family development, and the PDD zone permits development at higher densities which can reduce housing costs. The City does not have any floating zones.

5. Below Market Rate Program

Some cities have policies/or ordinances in which all housing developments of 20 or more units which exceed densities such as six units per acre must provide a certain percentage of the units at below market rate prices to moderate income households. In return, developers are allowed density increases, reduced unit sizes, and priority processing. Also permit fees can be waived. This type of policy encourages new moderate income housing in non-estate type developments. To insure continued affordability, deed restrictions limit the rate of resale. Brentwood does not currently have a policy like this.

6. Mixed Use

Combining residential with industrial, commercial, or office uses in downtown could provide additional housing. Even building market rate rentals would help to ease the tight rental market. To encourage residential-commercial mix, height or density can be increased when housing is provided. Further incentives can be provided if the housing proposed is lower cost housing. Mixed use developments should be designed to maintain the City's small town character. The City's Zoning Ordinance does allow mixed use developments.

7. Priority Processing Projects That Include Non-market Rate Units

Generally housing costs are increased the longer it takes for a development project to obtain the required number of approvals. Priority processing is used to get plans and permit applications for lower cost housing approved as rapidly as possible. This makes the development of lower cost housing more attractive to builders. To accomplish "fast track" processing, a policy can be developed to speed up processing for such projects. Such a policy would involve giving projects that include non-market rate units priority in staff,

Commission and Council review. The impact of this technique upon reduction of housing costs is uncertain. In some communities, a conservative estimate of \$800 per unit savings is assumed. The City does not have a policy to provide priority processing of development proposals that contain assisted housing units or developments that contain a portion of very low, low, or moderate income units.

8. Modifications in Zoning and Building Codes and Reduced Amenity Packages to Further Lower Non-essential Costs

This is another incentive for developers to provide low cost housing. Unit size reductions, reduced "amenity" packages such as expensive fixtures and floor coverings, and reduced parking space requirements for senior housing can further lower costs. Manufactured housing and mobile homes are examples of housing with reduced amenities that can lower costs.

9. Reductions in Development Fees

Some communities allow permit fees to be waived or reduced if developers provide non-market rate units. Brentwood does not allow fees to be waived for non-market rate units. These fees are considered necessary to finance infrastructure improvements.

10. Second Units

A number of communities are permitting the construction of second units, which are small self-contained removable dwelling units designed for installation in the backyard of an existing single family home. This type of unit permits adult children to take care of aging parents. The benefits of this program can be substantial by providing a way to support the elderly while allowing them independence. Second units generally require amendments to the Zoning Ordinance. This type of program can also be connected to floor area bonuses in which in return for exceeding a zone's maximum floor area to lot area ratio, the second units are rented for an amount not exceeding the HUD fair market rent levels. A second unit ordinance restricting occupancy would be very difficult for a small city like Brentwood to enforce.

11. Regulation of Mobile Home Conversions

Mobile home parks are considered a source of affordable housing. California law prohibits conversions of mobile home parks without the jurisdiction requiring a conversion impact report. The jurisdiction may also require mitigation measures. A community can establish mitigation measures such as:

- the provision of an in lieu fee to be used for housing;

- a percentage of units to be used for low and moderate income households; or
- limiting all conversions in order to preserve the supply of affordable housing.

Brentwood does not have an ordinance regulating mobile home conversions.

12. Regulation of Condominium, Stock Cooperatives, and Community Apartment Conversions

Rental housing, like mobile homes, is existing affordable housing. Low cost housing that already exists should be maintained and conserved. One method to accomplish this is to regulate the conversion of rental units into condominiums. Although conversion of rentals provides low cost ownership housing, it reduces the rental supply and increases rental prices if the demand remains constant. The impact is greater for low income households. Many Bay Area communities have taken steps to regulate the rate of conversions to reduce pressure on the existing rental stock. Some of these regulations include:

- Requiring a one-for-one replacement of converted units with new rental units.
- Prohibiting conversions if the vacancy rate falls below a certain percentage.
- Limiting the number of conversions per year.
- Prohibiting conversions if the ratio of multiple family rental units to single family homes, townhouses, and condominiums falls below a certain percentage.
- Requiring the availability of comparably priced housing.
- Requiring that a percentage of tenants purchase the units.
- Requiring that a percentage of the converted units be for low income occupants.
- Extending leases for seniors.

Brentwood does not have an ordinance regulating conversions.

13. Article 34 Referendum

There are housing programs that cannot be used without the passage of an Article 34 referendum in the community. In 1980, Brentwood electors turned down an Article 34 referendum authority to construct assisted units.

14. Land Donation

Communities can reduce the costs of development of subsidized housing by providing public lands for developers at no or little cost. Brentwood does not have any available public lands for housing. The City has cooperated with the County in

annexing and providing services for County lands that were to be used for affordable housing.

B. Use of Subsidies to Reduce Housing Costs

Federal and state subsidies for new construction of assisted housing units are almost nonexistent. As of June, 1982, Section 202 funds are available while the California Housing Finance Agency (CHFA) funds and Section 8 New Construction funds are limited. There are some Farmers' Home Administration Program funds available. The City currently has 44 units of public family housing.

1. Participation in the Community Development Block Grant Program

Costs of new housing can be reduced further by the City's participation in the Community Development Block Grant (CDBG) Program. CDBG funds can be used for infrastructure improvements and "land banking" in which the City purchases vacant land and sells it to the developer for a reduced price to construct low cost housing such as Section 8. The money returned from the sale can be used to purchase more lands or directed to other programs. Brentwood participates in this program through the County. The City has used CDBG funds for financing infrastructure improvements and the County has a landbanking program described in B.4.

2. Participation in the Section 8 Housing Assistance Subsidies

These subsidies are for rental units or limited equity co-ops as part of the 1974 Housing and Community Development Act. Section 8 New Construction funds are limited. The funds go directly to a developer or non-profit sponsor, guaranteeing that the units are subsidized up to the life of the mortgage. The developer obtains his or her financing, but the Section 8 allocations facilitate obtaining the financing. The Section 8 New Construction Program also allows higher rent levels than for units subsidized under the Section 8 Existing Program.

The City currently participates in the Section 8 Existing Program. To qualify, a household must have an income of 80% or less of the County's median income. This figure is adjusted for family size. The Section 8 Program establishes "fair market" rent levels, including utilities. These levels are the maximum a unit can rent for to be eligible for the program.

The HUD maximum rents (including utilities) as of June, 1982, for units in Contra Costa County are as follows:

<u>1 Bedroom</u>	<u>2 Bedroom</u>	<u>3 Bedroom</u>	<u>4 Bedroom</u>
\$347	\$409	\$540	\$590

These "fair market" rents are well within the rent ranges of

apartments in Brentwood. Thus, families who qualify for Section 8 subsidies could find some units to rent. Current low and moderate income renters might also qualify for Section 8 subsidies. The City could publicize this program to attract eligible renters. As of June, 1982, there were 130 households in Brentwood that participated in the Section 8 Existing Program.

3. Section 202 - Direct Loans for Elderly or Handicapped Housing

Section 202 provides long term direct loans to private, non-profit sponsors to finance rental or cooperative housing facilities for elderly and handicapped persons. Tenants of 202 developments may receive help in meeting rents through the Section 8 Existing Program.

4. Landbanking Program - Contra Costa County

The Contra Costa County Staff uses CDBG funds to locate and acquire sites for resale to developers or owner/builders of housing for low and moderate income persons. Recently the County provided funds to a non-profit developer of non-market rate housing to enable the developer to acquire a site. Brentwood will annex the site which is presently in the County. The developer plans to construct manufactured housing.

5. California Housing & Finance Agency

The California Housing & Finance Agency (CHFA) has a program for low and moderate income buyers and renters. Funding, which is limited, is used for new construction and rehabilitation loans. Brentwood was to participate through the County. However, funding was unavailable. The home purchase program has since been altered to more closely resemble the AB 1355 Program. Some CHFA funded rental projects might require an Article 34 referendum.

6. Municipal Bonds

The Marks-Foran Residential Rehabilitation Act of 1973 allows cities, counties, and housing authorities to issue tax exempt revenue bonds for the purpose of financing rehabilitation loans. SB 170 (1979) expanded the activities eligible for financing to include the construction of new infill housing for low and moderate income persons. AB 1355 permits a County to issue mortgage revenue bonds to finance housing for low and moderate income households.

Tax exempt municipal revenue bonds for mortgage financing are a resource to increase the supply of affordable housing in Brentwood. The proceeds of revenue bonds can be used for below market rate interest loans to lower housing construction financing costs and home purchase costs and/or to enable

financial institutions to make loans to the housing sector. A feature of tax exempt bonds is that the local government lends its name to the bond issue to secure the advantages of tax exemption but incurs no general obligation liability. The security offered to bond holders is the underlying loan and associated capital revenues. Because of Brentwood's size, participation through a County program would be more feasible. Contra Costa County recently sold \$62,000,000 in mortgage revenue bonds which financed housing mortgages. Brentwood participated in this program, and as a result, about 25 moderate income households will be assisted in 1982. Contra Costa County plans to sell these bonds again in 1983.

7. Farmers' Home Administration (FmHA) Section 502

Section 502 offers direct loans to low and moderate income purchasers of single family homes in rural communities with a population under 10,000. In 1982, Farmers' Home Administration guidelines require that housing affordable to low income households sell for approximately \$50,000 - \$54,000. There are fewer homes in Brentwood available at these prices than there were previously. Brentwood has about 150 units currently financed under Section 502. The number of mortgages which have been already paid off is unknown.

8. Farmers' Home Administration (FmHA) Section 514/516

This program provides a combination of grants and loans to finance the development of rental housing for farmworkers. Non-profit groups and public agencies are eligible for both grants and loans. This program has not been used in Brentwood.

9. Farmers' Home Administration (FmHA) Section 515

This program provides loans to public agencies, non-profit, and limited-profit developers of low and moderate income rental housing in rural areas. Pre-applications for Section 515 are reviewed by staff twice a year and ranked according to: the percentage of substandard housing in the area, per capita income, the number of bedrooms proposed (preference is given to family projects), and the distance of the town from a large City (preference is given to remote areas). Based on these criteria, applications for the City of Brentwood would not receive high rankings as compared to other rural areas. Consequently, according to the Farmers' Home Administration Office in the area, Brentwood would most likely not be a suitable location for projects funded by this program.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO ACHIEVE AN ADEQUATE SUPPLY OF HOUSING FOR ALL GROUPS

GOAL:

- I. It is the goal of the City of Brentwood to provide a range of housing types and programs to enhance the City's living environment and provide housing alternatives for all economic segments of the community.

POLICIES:

- A. Encourage economic development to balance the jobs and housing ratio.
- B. Pursue available County, state and federal subsidy programs that provide housing opportunities to meet the needs of non-market rate households.
- C. Identify: (1) specific low density areas to encourage upper income households to locate in Brentwood and (2) scattered higher density sites to enable development of assisted housing mixed with market rate housing.
- D. Preserve the existing supply of rental apartments by adopting a conversion ordinance.
- E. Establish a mobile home conversion policy to preserve the current supply of mobile homes.
- F. Maintain development fees at a rate sufficient to finance infrastructure improvements.
- G. Resolve the differences in City and County zoning to preserve County agricultural lands from parcelization which would destroy their viability.

PROGRAMS:

1. Conduct an annual inventory of land to determine if sufficient land exists to meet housing needs for a range of economic segments. Rezone and/or annex, if necessary.
2. Designate priority sites for estate developments and non-market rate developments through the General Plan update and Housing Element revision. Make this information available to developers.
3. Continue efforts to resolve zoning incompatibilities between the City and County.

4. Continue to use Planned Developments and mixed uses to allow for a better use of densities.
5. Continue to permit multifamily uses in R-1 Zoning Districts if the development proposed is compatible with existing uses.
6. Work with the Department of Housing and Urban Development (HUD), Contra Costa County and/or other sponsors of non-market rate housing to identify housing sites.
7. Apply for Community Development Block Grant and other available subsidies to assist in the provision of necessary infrastructure improvements. Also continue to use development fees to finance infrastructure improvements.
8. Review, on a case by case basis, the feasibility of exempting non-market rate units in new developments from a portion of development fees.
9. Adopt a condominium conversion ordinance designed to preserve the existing supply of rentals by: prohibiting conversions when the rental apartment vacancy rate is below 3%; allowing conversions when the rental apartment vacancy rate is between 3% and 5% (if the developer provides 20% of the units at non-market rate prices or rents); and allowing any conversion when the rental apartment vacancy rate exceeds 5%.
10. Adopt a mobile home conversion policy designed to preserve the existing supply of mobile home rental spaces by requiring the applicant to finance a study of the impacts of such a conversion. Mitigation measures such as below market rate units or in lieu fees to accomplish the same objective should be required.
11. Participate in the County sponsored mortgage revenue bond program to assist 25 moderate income households in 1982 and approximately 25 households in 1983.
12. Continue to participate in the Section 8 Existing Program to assist 160 very low and low income households by Fiscal Year 1986-87. The City currently assists 130 very low and low income households under this program.
13. Continue to encourage economic development by implementing the redevelopment plan, designating industrially zoned lands in the General Plan and making information available on Pacific Community Services' Revolving Loan Fund and other services for small businesses.

14. Work with private developers of below market rate housing to select a site for a manufactured housing development of 130 units. Approximately 13 units will be for very low income households, 52 units will be for low income households and 65 will be for moderate income households.
15. Assist an additional 5 low and 5-15 moderate income households through the Farmers' Home Administration (FmHA) Section 502 Program. Publicize the program in the local paper.
16. Work with the United Council of Spanish Speaking Organizations to permit development of an additional 5-10 units of housing for migrants and seasonal farm workers at the Blue Goose Labor Camp. This area was annexed in 1982 and 18 units are currently occupied.
17. Work with non-profit developers of Section 202 housing to locate a site for 100 elderly units.
18. Assist 2 households per year under the California Housing and Finance Agency's Home Ownership and Home Improvement Loan Program. The City will publicize the program. (CHFA works directly with developers.)
19. Study the feasibility of allowing second units and adopt an ordinance regulating second units as required by State legislation. Approximately 3-5 low income units could be generated if homeowners took advantage of this ordinance.
20. Make available to developers information on density bonus increases in which increases are permitted if low and moderate income units are included in developments. Approximately 5 low income and 5 moderate income units could be constructed if developers took advantage of this State legislation.
21. The City will also develop procedures for processing applications for density bonus increases. The procedures will include reviewing the proposal's relationship to the sites identified in Figure 23 of this report as sites suitable for higher density residential development.
22. Continue to allow mobile homes in residential zones. Approximately 3-5 additional mobile homes could be present by 1985.



MURPHY HOUSE (PHILLIPS RESIDENCE) 806 RAILROAD AVE, BRENTWOOD, CIRCA 1890

IV

**MAINTAIN AND PRESERVE
EXISTING HOUSING QUALITY**

THE NEED TO PRESERVE HOUSING QUALITY

The housing in a community plays an important role in defining the overall character of the community. Maintaining and upgrading the existing quality of the housing will continue to make Brentwood a desirable community. New housing construction is regulated through the development approval process. This insures that the appropriate densities, designs, and standards will be incorporated into the plan. The focus must also be on the existing stock which should be viewed as a valuable resource that the City cannot afford to let decline. Housing conservation will also assist in preserving the small town and rural atmosphere of Brentwood.

A. Housing Conditions in Brentwood

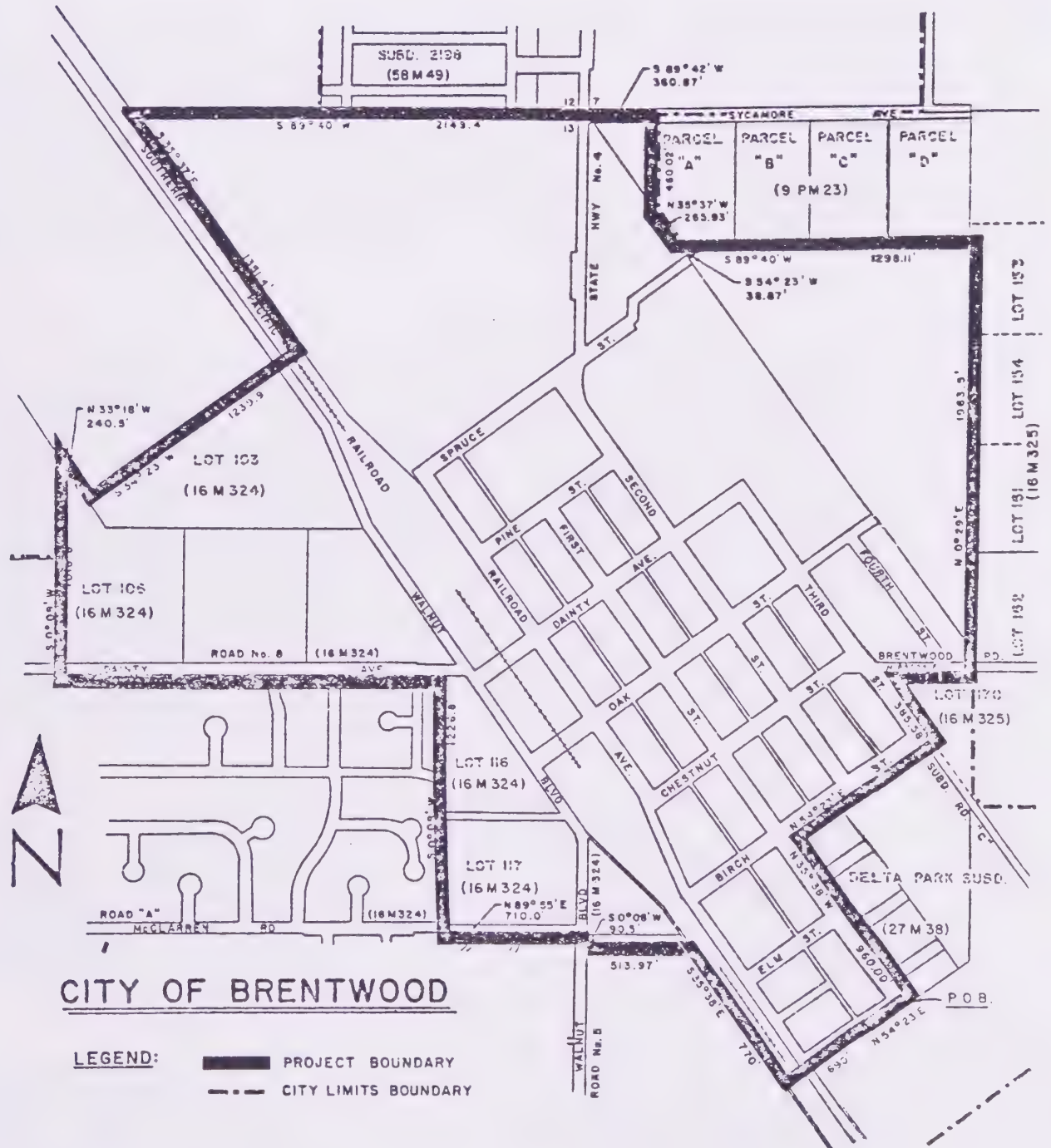
The overall condition of housing in Brentwood is good. However, rehabilitation and replacement of structures is necessary in the City's redevelopment project area, which is defined in Figure 24. This area, almost entirely within the Eastern City District, contains approximately 280 acres of land, of which 85 acres are vacant or right-of-way. The project area can be characterized by some substandard buildings, deficient infrastructure, and lots of inadequate size and shape, some of which gain all or part of their access from substandard alleys. Although stable family neighborhoods exist within the project area, the area contains a mix of uses, densities and buildings predating the introduction of current zoning and land use regulations. 16% of the project area land use is residential use, 8% is commercial, 21% is institutional, 3% is industrial, 22% is agricultural, 5% is vacant and 25% is right-of-way.

A detailed building condition survey was conducted by the consultants who prepared Brentwood's Redevelopment Plan. The survey indicated over 50% (202) of the residential dwelling units were substandard or in need of major rehabilitation. The buildings in poor condition are located primarily within older subdivisions and the downtown area. In contrast, the majority of residential and other structures outside the project area are in good condition or require only minor repairs.

The 1980 Census also contained data on housing conditions throughout the City. 19 or 1.5% of the 1,532 occupied housing units in Brentwood were lacking some or all plumbing facilities. The plumbing deficiencies were mostly in rental units. The ratio of comparison was 16% of the deficient units were owner occupied and 84% were rental units. All but 2 of the units lacking complete plumbing facilities were located in Census Tract 3031, the Eastern City District. As discussed previously, this is the older section of Brentwood.

FIGURE 24

BRENTWOOD REDEVELOPMENT PROJECT AREA



Based on 1982 estimates, a large percentage (25%) of Brentwood's housing stock is over 30 years old, while 30% is estimated to be 10 to 30 years old. Condition of the housing stock is not always related to age, however it is reasonable to assume that, without upgrading activities, residential structures deteriorate with age. Building renovations should be comprehensive. Frequently cosmetic improvements can be made to older houses without correcting serious problems which are not necessarily visible, or foundations can be repaired without bringing electrical wiring or plumbing up to code. While improving the exterior of a building, cosmetic improvements do not correct deficiencies which can be hazardous to the occupants.

B. Existing Rehabilitation Needs

Based on building surveys, census data, and Planning Department records, it is estimated Brentwood has approximately 6% or 103 of its 1,700 dwelling units in 1982 needing major rehabilitation, while another 99 or 5.3% need replacement. These units are located in the redevelopment project area which comprises the downtown and older subdivisions. There are 10 single family units, 75 multifamily units, and 14 group quarters units requiring replacement, while 38 single family and 65 multifamily units need major rehabilitation as shown in Figure 25.

FIGURE 25

SUBSTANDARD BUILDING SURVEY: 1981

<u>Housing Type</u>	<u>Deteriorated & Dilapidated</u>	<u>Needing Major Rehabilitation</u>
Single Family	10	38
Multifamily	75	65
Group Quarters	14	—
	99 units	103 units

Source: Associated Townplan Consultants, Building Condition Survey, 1981

Rehabilitation needs are met through the Community Development Block Grant (CDBG), the Section 8 Moderate Rehabilitation Program, and Farmers' Home Administration programs. Approximately 8 owner occupied units can be rehabilitated annually through the CDBG program while only 1 or 2 renter occupied units can be rehabilitated through the Section 8 Moderate Rehabilitation Program and the FmHA Section 504 Program. The County's rehabilitation standards under the CDBG program do not require that the building meet existing codes but rather minimal health and safety standards. There has been some difficulty in obtaining applicants for the various

rehabilitation programs, perhaps due to the prevalent economic situation or a need for further publicity. Over the past three years, there has been an average of 3 to 4 dwelling units demolished per year. This figure should remain constant for the next five years. However, when the redevelopment process is underway, this number is expected to increase. Replacement needs can be met through new construction. While the Redevelopment Agency most likely will not remove existing residential buildings, the redevelopment process may result in their removal. It is the plan of the Agency that almost 50 acres of new housing containing 1,300 units will be developed. The plan must insure that the existing substandard low cost affordable housing is not replaced by high cost housing which is not affordable to low and/or moderate income residents. This potential problem can be offset through the redevelopment laws which require that 20% of the tax increments obtained from the area be used for low and moderate income housing. Also federal subsidy programs discussed in Chapter III can be used to provide new affordable replacement housing.

C. Energy and Housing

One aspect of housing conservation relates to energy. In the past decade, the rising costs of energy and the uncertainty of supplies have required communities to examine opportunities for energy conservation. Various methods are available to reduce the consumption of non-renewable energy resources in residential developments. For example, both passive and active solar techniques can be incorporated into design, orientation, and construction of subdivisions and existing units can be retrofitted with energy saving devices. State energy standards increase building efficiency, but additional efforts can further the "energy performance" of a building. A city can take an active role in promoting energy education by encouraging more attention to energy conservation in planning, zoning, and building construction requirements. Energy efficiency can be attained without increasing housing costs and when structuring an energy program this cost factor should be considered. The City had a program several years ago with the Pacific Gas & Electric (PG&E) Company, whereby residential developers incorporated energy conservation features in developments and, in turn, were eligible for tax credits. PG&E provided the information to developers. However, the program was discontinued when the State regulations were changed to require more energy conservation features in residential developments. At present PG&E provides developers and individuals \$100 per home if the home contains all gas appliances, as gas is considered to be less costly than electricity.

ALTERNATIVE MEASURES TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

Housing conservation programs can involve several processes: code enforcement, education and financial assistance. Education allows homeowners to be aware of measures to guard against problems associated with deterioration while code enforcement identifies problem situations and financial assistance enables low income owners to make repairs. The following alternatives can be considered.

A. Code Enforcement Programs

Code enforcement refers to both zoning and building violations, which sometimes overlap as in the case of illegal room additions. The Zoning Ordinance is concerned primarily with illegal structures or uses while the Building Code is concerned with construction violations. The most prevalent type of code enforcement used by localities is described as complaint-response. This procedure involves investigation of zoning violations by City staff based upon complaints from neighbors or tenants. This practice is followed by Brentwood. When violations are reported, there are several on-site investigations. Generally, complaints are regarding illegally parked vehicles, weed abatement, or accumulation of trash. The County has a contract to make building inspections in Brentwood for violations of the Building Code.

A mandatory Building Code enforcement program would involve the hiring of an inspector to make interior and exterior home inspections to determine the existence of Building Code violations. Another type of code enforcement is a concentrated approach which is directed to specific neighborhoods. Pre-Sale Code Enforcement, which requires a city inspection prior to sale or rental, provides still another method of insuring the continued maintenance of a city's housing stock. Mandatory, concentrated, and pre-sale code inspections place a burden on the homeowner who may be unable to afford the repairs. These types of code enforcement are best utilized when they are connected with rehabilitation programs to assist low and moderate income homeowners with repairs.

Voluntary home surveys are offered by some localities to provide free code inspections to owners and buyers. Brentwood does not have the staff to provide free inspections. Since the law requires major structural, health or safety violations to be reported, mandatory or voluntary code enforcement programs are not popular with owner-sellers who are concerned with incurring additional expense. Some California cities do require a disclosure of certain code-related information to be revealed to buyers of homes before purchase. This type of program offers buyers special protection.

B. Rehabilitation Assistance Programs: Grants, Low Interest Loans and Rebates

Rehabilitation Assistance Programs have several advantages. These programs provide financial incentives to homeowners to maintain their dwellings and make repairs. They minimize the negative effects of code enforcement programs by providing financial assistance to owners required to make repairs. The expenses associated with repairs are reduced, especially for low income households. There are various types of rehabilitation assistance programs: direct grants, loans and rebates.

Direct grant programs are for the lowest income groups and provide subsidies with no payback of funds. Elderly households on fixed incomes are often those who qualify for this type of assistance. Since grants involve no payback, the maximum amounts available to households are generally limited to very small amounts.

Loan programs are more complicated than grant programs to administer. A loan program can effectively use the service of a local financial institution to handle credit checks, title searches, loan servicing, etc. The Contra Costa County housing rehabilitation program currently offers both zero interest deferred loans, and low interest loans. The County's 1980 Housing Element described zero interest deferred loans as loans which are offered to lower income families that cannot afford additional obligations at the time of application, but may be able at some future time. When the loan deferment period expires - in 5 years under the current county policies - the families' financial situation is again reviewed. If income is found sufficient, the loan is converted to an interest bearing loan at a rate and term affordable by the family. The zero interest deferred loan has the attribute of a grant in that no payment is required for a substantial period of time, while also recycling the money at a later date so that it can be used for additional assistance. Low interest loans with flexible terms allow for the awarding of an affordable loan which does not cause a financial hardship to the family.

Rebate programs provide homeowners with some "money back" on repairs which are made to their dwellings. Along with home repairs, rebates are sometimes made available to stimulate the installation of desirable improvements such as insulation or smoke detectors. The programs generally are simple and easy to administer: after a homeowner has made repairs to their dwelling, a percentage of the cost is rebated upon presentation of a receipt and verification that work has been completed. Rebate programs are usually offered in rehabilitation areas for only a limited amount of time. Maximum amounts for the rebates are usually in the \$200-\$500 range which only allow minimal home improvements. The County does not currently have a rebate program.

Brentwood presently participates with Contra Costa County in the County's rehabilitation programs. Until the Redevelopment Agency becomes more active, the City's primary rehabilitation efforts will

be coordinated with and through the County. The County has focused its major rehabilitation efforts on owner occupied units rather than on rentals, since this type of direction simplifies administration of the program.

1. Community Development Block Grants

With the passage of the Housing and Community Development Act of 1974, Congress replaced many of the specialized "categorical" programs of the U.S. Department of Housing and Urban Development (HUD) with multipurpose Community Development Block Grants. Localities using local priorities, undertake a variety of physical improvement projects in low and moderate income neighborhoods, such as constructing or rehabilitating buildings for use as neighborhood centers, developing park and recreation facilities, constructing public works improvements, and rehabilitating privately owned residential structures. Contra Costa County has utilized these funds to establish its housing rehabilitation program and neighborhood preservation efforts. Through participation in the County's rehabilitation program, approximately 8 owner occupied units can be rehabilitated per year in Brentwood.

2. The Section 8 Moderate Rehabilitation Program

The Section 8 Moderate Rehabilitation Program is used to encourage the rehabilitation of investor-owned rental properties. Contra Costa County Housing Authority currently administers the Section 8 Existing Housing Program, which provides rent supplements to low income tenants. The Moderate Rehabilitation Program which has recently begun is administered by the Housing Authority in a manner similar to the Section 8 Existing Housing Program, except that the owners of units rehabilitated pursuant to this Program may receive higher rents than are available under the current Section 8 Program. Contra Costa County will be able to rehabilitate about 35 units throughout the County in 1982 under this program. Because of the limited allocations received by the County and the high level of need, Brentwood could anticipate 1 or 2 units rehabilitated under this program annually. Presently, Section 8 Moderate Rehabilitation efforts are being concentrated in other areas.

3. Federal Section 312 Loan Program

Jurisdictions which have operational housing rehabilitation programs can also process loans for a homeowner directly through HUD to receive up to \$27,000 at 3% interest for major housing rehabilitation. Section 312 funds can also be utilized to rehabilitate multiple family units. Contra Costa is already eligible to package and submit applications to HUD under this program. The County's Housing Element states that this program entails considerable processing time and administrative costs. Also, the program has been subject to significant changes in its level of funding authorization over

the years. The 312 program can be thought of as one way of obtaining financial assistance for extensive rehabilitation work, although it should not be counted on as the only source for such assistance. At present there is only one loan in the County that is funded under this program.

4. Farmer's Home Administration Section 502 and 504 Home Improvement Loans

Low and moderate income residents of East County can now apply to Farmer's Home Administration for housing rehabilitation loans up to \$7,000 at an interest rate varying from 1%-8% under the 502 Program, and for loans up to \$5,000 at 1% under the 504 Program. Brentwood has one unit under this program. Funds exist for additional rehabilitation for residents under Section 504. Further publicity of the program is necessary.

5. Community Investment Fund

To encourage savings and loan institutions to increase their commitment to lending in older communities the Federal Home Loan Bank Board established the Community Investment Fund. Although the \$10 billion fund will be loaned at market interest rates, it can be used to supplement other federal, state, and local below market interest rate programs. A number of lending institutions serving Contra Costa County are participating in the program.

6. The Redevelopment Agency

Brentwood's Redevelopment Agency is another vehicle that can be used for rehabilitation. While the Agency will not provide direct financing of housing or rehabilitation, it can considerably broaden the opportunities and options in implementing a housing program. For example, Agency activities could include acquisition and clearance of substandard housing, acquisition and rehabilitation for resale of deteriorated housing, issuing revenue bonds to finance new residential construction in redevelopment project areas, land conversion and/or land assemblage and financing of capital projects. While redevelopment provides necessary powers for neighborhood preservation and redevelopment, the source of funding is primarily generated through tax increment financing of the new development. However, development more intensive than strictly housing must occur first in order to generate the necessary revenues.

C. Education in Home Maintenance

A program similar to the energy audits conducted by the Pacific Gas and Electric Company could be designed to provide home maintenance education to homeowners. Such a program could present information on how to make simple repairs, prevent insect infestation, and insure proper maintenance and servicing of equipment. This educational information could be disseminated in pamphlets and lectures. A list of community volunteers to help with home repairs or home repair problems could be maintained.

D. Energy Education

The Pacific Gas & Electric Company provides energy audits at no cost for its customers upon request. This service provides homeowners with information on how to make their homes more energy efficient. Data on the relative costs and savings of retrofitting existing housing with energy efficient devices is also given.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO MAINTAIN AND PRESERVE EXISTING HOUSING QUALITY

GOAL:

- II. It is the goal of the City of Brentwood to improve the condition of the City's existing housing stock so that safe and decent housing is available for all residents.

POLICIES:

- A. Cooperate with lending institutions to obtain funds for development or rehabilitation if possible.
- B. Participate in available rehabilitation programs.
- C. Protect historically important structures.
- D. Encourage energy conservation features be incorporated into the design of residential developments.

PROGRAMS:

- 1. Continue the existing level of code enforcement.
- 2. Continue participation in the CDBG Program to rehabilitate 8 homes annually.
- 3. Publish information through the local papers on the availability of Section 8 Moderate Rehabilitation funds and Farmers' Home Administration Section 504 funds. Continue to rehabilitate 1-2 units per year through each of these programs. Coordinate efforts with organizations who can assist in generating interest in all rehabilitation programs. Investigate the availability of funding rehabilitation for rentals under such programs as: Farmers' Home Administration Section 514, 515, and 516; AB 333 funds and HUD's Section 221 d (3) & (4).
- 4. Establish policies regarding the use of tax increment funds for housing rehabilitation or replacement. The City could contract with a public or private agency to manage these funds. A report on alternatives must be provided initially to the Commission and Council recommending a course of action designed to accomplish policy objectives.

developers of market rate units to include a portion of their units at below market rate prices; or

- contracting with a rehabilitation specialist to manage the City's rehabilitation programs; or
- using City revenues to acquire a site for replacement housing.

5. Establish a development review policy or programs designed to protect historically significant structures. The program could be incorporated into the development review process to cover such items as the age of the structure, the condition, etc. The program could also identify and designate structures to be preserved as part of Brentwood's historical past.
6. Determine the necessity of developing an Energy Element or Ordinance. Care should be taken that energy saving features do not impact housing affordability.



APARTMENTS AT 100 VILLAGE DR., BRENTWOOD, BUILT 1970

V

SUFFICIENT DISTRIBUTION
OF HOUSING

EXISTING CONDITIONS

Closely related to the issue of adequate housing is the issue of accessibility of the housing, so that each household regardless of ethnic, economic, or marital status is provided with a reasonable choice of locations in the community. Problems that relate to accessibility focus on two main areas: discrimination and landlord-tenant conflicts.

A. Discrimination

Discrimination against homeseekers on the basis of race, religion, age, national origin, sex, marital status, color, or ancestry is prohibited by state and federal law. While this discrimination exists, an approximation as to the extent is uncertain. The only available information comes from Pacific Community Services, Inc. (PCSI) who reported that the majority of complaints received involved landlord-tenant issues rather than illegal forms of discrimination.

Persons who are physically disabled have special housing needs because of architectural barriers. There are no sources of information in Brentwood to quantify the needs of the physically disabled. It is reasonable to assume that, with Brentwood's elderly population, problems of physical inaccessibility exist. Handicapped persons are constantly confronted with a living environment that is unresponsive to their disabilities and those who are low income have an extra disadvantage related to affordability. State laws are changing to insure accessibility for the handicapped.

Besides discrimination against the handicapped, another type of discrimination was recently prohibited. A February, 1982 California Supreme Court decision outlawed discrimination against children in rental apartments. While it is uncertain if apartments have continued to exclude children, there is now recourse under the law. With a low rental apartment vacancy rate (2.1% in September, 1981), the exclusion of children from any apartment complex makes the situation increasingly difficult for families with children to find rental housing. Because of the high costs of single family housing, the demand for multifamily units has increased. Age discrimination is a factor preventing the development of a balanced community.

B. Landlord-Tenant Conflicts

Landlord-tenant conflicts center around several areas. The major portion of these problems involve the following:

1. Complaints from landlords regarding non-payment of rent and property destruction.

2. Claims by tenants regarding unreasonable rent increases.
3. Inability of tenants to reclaim cleaning and/or security deposits.
4. Claims by tenants of landlords' failure to maintain and repair the buildings and facilities.
5. Other issues involve noise, pest and rodent control, etc.

The City does not have an active program to resolve landlord-tenant complaints. Although no indepth methods for investigating these problems exist, individual complaints do receive attention and response. PCSI handles landlord-tenant complaints. Such complaints have generally occurred between the mobile home park owners and renters. PCSI provides information to both parties as to what their legal rights are and also provides mediation services if both parties desire.

ALTERNATIVE MEASURES TO PROMOTE FAIR HOUSING

Although on the surface, Brentwood appears to have very minor problems with fair housing practices, steps can be taken to insure that accessibility to housing is available to all sectors of the population. Some of the measures that can be taken are the following:

A. Control of Discrimination

1. Preference can be given through the development process to developers who have planned and designed units that can accommodate children and/or handicapped persons.
2. Codes and standards can be revised to promote architecturally accessible housing for the handicapped.
3. To discourage illegal forms of discrimination the City can seek better state and federal enforcement of fair housing laws and cooperate with local agencies that investigate claims of discrimination. This cooperation can involve strong policy statements by the City in this regard or an information and referral service can be established to handle complaints. Also Block Grant funds can be used to provide private agencies with funds to continue their operations. The local agency responsible for handling discrimination complaints for East Contra County is Pacific Community Services, Inc. which is funded by CDBG monies.

B. Involvement in Landlord-Tenant Conflicts

1. The City could establish a rental housing mediation committee to prevent and remedy conditions that cause landlord-tenant conflicts. This procedure would involve recruitment and training of staff and does not appear warranted at this time.
2. Another method to assist in landlord-tenant problems would be to financially support (through federal funds) private agencies active in this area and/or refer landlords and tenants to these agencies upon request. Pacific Community Services, Inc. is already funded by CDBG monies for this purpose.
3. The City could handle complaints on an individual basis as it presently does.

GOALS, POLICIES AND IMPLEMENTATION PROGRAMS: TO INSURE A SUFFICIENT DISTRIBUTION OF HOUSING

GOAL:

- III. It is the goal of the City of Brentwood to insure, as required by state law, that all persons regardless of age, race, sex, cultural origin, marital status, or physical handicaps are provided a choice of locations within the community.

POLICY:

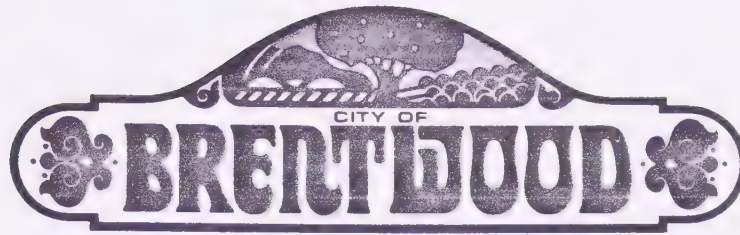
- A. Eliminate all barriers that prevent a free choice in housing.

PROGRAMS:

1. Provide a referral service to link those experiencing discrimination in housing with private groups such as Pacific Community Services Inc., who handle complaints against discrimination and landlord-tenant issues.
2. Continue to review landlord-tenant complaints as needed.

APPENDIX A: City of Brentwood

Project Status Report
December, 1982



CITY OF BRENTWOOD
PROJECT STATUS REPORT
December 31, 1982

The attached project status report has been prepared so that the City can better monitor development in the City and the impacts of development on public facilities such as sewage treatment capacity and domestic water availability. Page One briefly reviews the existing capacity of the Brentwood Sewage Disposal Facility and impacts of development recently completed, approved or pending approval. Page Two reviews the availability of domestic water to the City based on a contractual agreement with East Bay Municipal Utility District (EBMUD) to provide an emergency water supply to the City. This emergency water supply was necessitated when the City water system exceeded maximum allowable amounts of nitrates in accordance with State water quality control standards. The City anticipates connecting with EBMUD in late 1983.

The next section of the status report, pages three thru five, identify current projects by type and where the projects are in the approval process from pending approval to construction. Page six indicates annual development activity by year since 1980. The 1980 year is utilized as a base year throughout this report due to the federal census being taken on March 1, 1980. Page 7 provides census data from the 1980 census and includes State population estimates for each year after 1980.

The last section of the report, pages 8 thru 10, includes those projects which have been completed since January, 1978 which was when the City initiated the preparation of a detailed project status report.

Throughout this project status report there are numerous abbreviations utilized in order to save space, the following is a list of those abbreviations:

MGD - Million Gallons Per Day	CUP - Conditional Use Permit
SUB - Subdivision	A - Annexation
SF - Single Family Dwelling Unit	ac - Acres
DPLX- Duplex-Two Dwelling Units Per Structure	BLDG- Building
TNHS- Townhouse	RES - Residential
APTS- Apartments	COMML. - Commercial
DUE - Dwelling Unit Equivalent for Comm./Ind. Projects	IND.- Industrial
DR - Design Review	

CITY OF BRENTWOOD SEWAGE TREATMENT FACILITY

Status Report of December 31, 1982

	*MGD	Population Equivalent
*1980 Treatment Capacity	.617	6,170
**Treatment Capacity with addition of an aerator and sludge bed drying area	1.0 to 1.2	10-12,000
*MGD - Million Gallons Per Day		
*Capacity is average dry weather flow design capacity		

CITY OF BRENTWOOD SEWAGE GENERATION

	*MGD	Population Equivalent
1980	.438 (estimated)	4,434 (Census)
Sand Hill Reserve	.102	1,020
Proj. Completed after 1980 Census	.027	259
Approved Projects	<u>.145</u>	<u>1,385</u>
Sub-total	.712	7,098
Projects Pending Approval	<u>.071</u>	<u>677</u>
Total	.783	7,775

1. 1980 City population based on March 1, 1980 Federal Census.
2. Sand Hill reserve is the capacity to be reserved for the Sand Hill area until May, 1985 (seven years from date of Step III Grant).
3. Approved and pending projects population estimates are based on 2.48 persons per household (1980 Census - Median number of persons per household). The MGD is based on 105 gal. per person of sewage generation. This was based on the average daily treatment of .492 MGD from September, 1981 through September, 1982 and the estimated population of 4,678 which was the State Certified estimate in January, 1982.
4. Projects pending approval include only specific development projects. This does not include annexations or rezoning of property for development.

** The ability to expand the treatment plant capacity with the addition of an aerator and sludge bed drying area is subject to approval by the State.

CITY OF BRENTWOOD DOMESTIC WATER CAPACITY

Status Report of December 31, 1982

The following report is based on an agreement between the City of Brentwood and the East Bay Municipal Utility District to provide emergency water supply to the City. This agreement will expire five years from the date of the agreement which was September 23, 1982. There are provisions for extension of the agreement if the City has not obtained a permanent water source which meets minimum water quality requirements.

	<u>Annual</u>	<u>Peak Flow</u>	<u>Average Daily Flow</u>
Availability from EBMUD (maximum)	460 Million Gal.	2 MGD *	1.25 MGD
City 1981-82 Usage	287 Million Gal.	1.675 MGD	.787 MGD
Water Available for New Development	173 Million Gal.	.325 MGD	.463 MGD

*MGD - Million gallons per day

Based on the current average daily water usage within the City, approximately 500 gallons per day per dwelling unit, there is enough water capacity remaining to allow an additional approximate 900 dwelling units.

Water availability for Approved Projects	900 Dwelling unit equivalent 556
Sub-total	344
Projects Pending Approval	273
Total	71

1. Projects pending approval include only specific development projects. This does not include annexations or rezoning of property for development.

CURRENT PROJECT STATUS

DATE: 12-31-82

RESIDENTIAL

Proj. No. & Dev. Name	Type Proj	No. of DU's	Coml. Floor Area	Land Area	Pending Approval	Approved DR, CUP or Sub.	Expir. Date	City Fees Paid	Building Permit Issued	Building Finald
Sub. #5014 Pippo	SF	45		9.6 ac		Map Recorded 9-2-77	-	38	37	35
Sub. #5159 Zocchi	SF	64		16 ac		Map Recorded 9-14-78	-	64	38	38
Sub. #5033 Lockwood	SF	82		22.02ac		8-16-77	1-26-84			
Sub. #5406 Lockwood	DPLX & SF	57		13.13ac		Map Recorded 8-15-79	-	57	42	40
Sub. #5413 Lockwood	TNHS	88		8.9 ac		Map Recorded 8-12-80	-			
Sub. #5249 Antioch I, Ltd.	SF	7		2.14ac		Map Recorded 3-28-80	-			
Sub. #5871 Antioch I, Ltd.	SF	52		15.8 ac		4-4-78	5-4-84			
Sub. #5260 Seeno	SF	63		20.213ac		Map Recorded 8-19-80	-			
Sub. #5321 Seeno	DPLX & SF	66		14.5 ac		Map Recorded 7-29-80	-	41	41	41
Sub. #5390 Isackson	SF	7		1.85 ac		Map Recorded 7-8-80	-	3	3	3
Sub. #6200 P C S I	DPLX & SF	141		21.6 ac		10-5-82	10-5-84			

CURRENT PROJECT STATUS

DATE: 12-31-82

RESIDENTIAL CONTINUED

Proj. No. & Dev. Name	Type Proj	No. of DU's	Coml. Floor Area	Land Area	Pending Approval	Approved DR, CUP or Sub.	Expir. Date	City Fees Paid	Building Permit Issued	Building Finaled
Sub. #6322 Hofmann	DPLX & SF	273		40 ac	11-19-82					
DR-82-3 Milburn & Dean	APTS	10		.36 ac		12-7-82	6-7-84			
DR-82-2 Nebergall	APTS	12		.776 ac		4-6-82	10-6-83			

COMMERCIAL/INDUSTRIAL

DR-80-7	Shopping Center	(10 DUE)	78,000	6.9 ac		5-19-81	11-19-83			
DR-81-1 Bloodworth & Lindsay	Restaurant	(10 DUE)	5300 Rem. 1500 New	.36 ac		3-2-82	3-2-83			
CUP-82-1 Copeland Lumber	Lumber Yard	(1.5DUE)	14,600	2.5 ac		7-17-82	7-17-83			
CUP-80-3 (A) Diablo Petroleum	Warehouse & Mini-Storage	(1.1DUE)	19,300	1.23 ac		12-15-81	-	1-25-82 5-27-82	1-25-82 5-27-82	*

ANNEXATIONS

A-79-3 Sycamore Avenue	Annexation	450-		22.43 ac						
A-80-1 Skaggs	Annexation	1570-		308 ac						
A-80-4 Garin	Annexation	850-		190 ac						

CURRENT PROJECT STATUS

DATE: 12-31-82

ANNEXATIONS CONTINUED

Proj. No. & Dev. Name	Type Proj	No. of DU's	Coml. Floor Area	Land Area	Pending Approval	Approved DR, CUP or Sub.	Expir. Date	City Fees Paid	Building Permit Issued	Building Finaled
A-81-2 Kauffman & Broad	Annex.	1204±		215 ac						
A-82-2 Duffy	Annex	250±		30.09 ac						
A-82-3 Cutino	Annex	110±		24.5 ac						
TOTAL		2553.6 5423.6	113,400	988 ac				203	161	157

Total Residential Dwelling Units Approved
(258 Recorded Lots, 275 Lots on Approved Tentative Maps) 553

Total Commercial/Industrial Projects Approved (4) - Dwelling Unit Equivalent 22.6

TOTAL APPROVED 555.6

Total Residential Dwelling Units pending approval 273

Total Commercial/Industrial Project Pending Approval - Dwelling Unit Equivalent 0

TOTAL PENDING 273

TOTAL DWELLING UNITS IN PROJECTS
113,400

4434

ANNUAL DEVELOPMENT ACTIVITY
MARCH 1, 1980 (FEDERAL CENSUS) THROUGH DECEMBER 31, 1982

Year	RESIDENTIAL						COMMERCIAL				INDUSTRIAL				ANNEXED				DEMOLITION			DU Total
	Single Family Detached	Single Family Attached	Multi Family 2 - 9	Multi Family + 10	Mobile Homes	Gross Acreage	DU Equiv.	No. of Proj.	Bldg. Floor Area	Gross Land Area	DU Equiv.	No. of Proj.	Bldg. Floor Area	Gross Land Area	Res. DU	Coml. DU Equiv.	Ind. DU Equiv.	Gross Acreage	Res.	Coml.	Ind.	
1980	41	14	0	0	0	10.0	20	4	33,282	3.17	0	0	0	0	0	0	0	0	-2	0	0	73
1981	62	0	0	0	0	12.5	13	4	15,703	1.81	0	1	600	1.29	0	0	0	37.95	-1	0	0	74
1982	4	0	0	0	0	.9	0	0	0	0	2	4	16,550	3.32	64	0	5	345.77	0	0	0	70
1983																						
1984																						
1985																						
1986																						
1987																						
1988																						
1989																						
TOTAL	107	14	0	0	0	23.4	33	8	48,985	4.98	2	5	17,150	4.61	64	0	5	383.72	-3	0	0	217

Average Annual Increase in Dwelling Unit Equivalent's from 1971-1979 was 64.4

Average Annual Increase in Dwelling Unit Equivalent's from 1971 to date is 66.4.

TOTAL CITY DEVELOPMENT SUMMARY

DEVELOPMENT THRU MARCH 1, 1980 BASED ON 1980 FEDERAL CENSUS

Residential

Dwelling Units

Single Family	1180
Multiple 2-9 (DU/Bldg.)	123
Multiple 10+ (DU/Bldg.)	128
Mobile Homes	165
TOTAL	1596
Population	4434
Median No. of Persons per dwelling unit	2.48
Median Income per household	\$14,700

1-1-81 State Estimated Population	4,519
1-1-82 State Estimated Population	4,678

PROJECT STATUS
SUMMARY SHEET
December 31, 1982
Residential Project Completed After January, 1978

PROJECT	TYPE PROJ.	TOTAL NO. OF DU's.	COMPLETED PRE 3-1-80	COMP. AFTER 3-1-80 CEN.	DU's REMAIN. TO BE BUILT
Sub. #5014	S/F	45	34	1	10
Sub. #5159	S/F	64	20	18	26
Sub. #5032	S/F & DPLX	56	56	0	0
Sub. #5406	S/F & DPLX	57	14	26	17
Sub. #5321	S/F & DPLX	66	0	41	25
Sub. #5390	S/F	7	1	2	4
	TOTAL	295	125	88	82

Commercial Project Completed After January, 1978

PROJECT	TYPE PROJ.	FLOOR AREA	LAND AREA	COMPLETION DATE	DU EQUIVALENT
DR-76-12	Retail	5,400	1.09 ac	1978	1.1
DR-77-4	Office	2,640	.22 ac	1977	2.5
DR-77-8	Comm. Ctr.	13,160	1.46 ac	1981	1.3
DR-78-8	Office	2,545	.23 ac	1980	7
DR-79-5	Car Wash	-	.32 ac	1981	6
DR-79-7	Retail Office	645	.80 ac	1980	1.1
DR-79-10	Retail Office	17,912	1.41 ac	1980	10.54
DR-79-12	Tel. Bldg.	7,600	.52 ac	1981	1.1

Commercial Project Completed After January, 1978 (Cont.)

PROJECT	TYPE PROJ.	FLOOR AREA	LAND AREA	COMPLETION DATE	DU EQUIVALENT
CUP-79-2	Retail Office	12,180	.73 ac	1980	1.5
CUP-80-2	Retail Office	10,200	.70 ac	1981	3.8
CUP-80-3	Gas Card Lock	-	.67	1981	0
CUP-80-3 A	Office Warehouse	2,400	.38	1982	1.1
CUP-80-3 A	Mini Storage	16,900	.85	1982	*
DR-80-1	Bank	2,655	.22	1981	1.1
Diablo Equipment	Warehouse	600	1.29	1981	1.1
DR-73-6 A	Warehouse	6,250	1.42	1982	1.1
	TOTAL	101,087	12.31		40.34

Annexations Applied for After January 1, 1978

PROJECT	PROJ. TYPE	EXISTING DU's	POTENTIAL DU EQUIVALENTS	LAND AREA	ANNEX. DATE
A-79-1	Res./Ind.	43	330±	93.95	9-10-82
A-79-3	Res.	0	450-	22.43	Pending
A-79-4	Res.	0	250-	28.15	11-30-81
A-80-1	Res.	5	1,570-	308	Pending
A-80-2	Res./Comm'l.	1	906-	172.4	3-18-82
A-80-3 A	Res./Comm'l.	14	225±	46.885	12-29-82

* (9,000 square feet remain to be built)

Annexations Applied for After January 1, 1978 (Cont.)

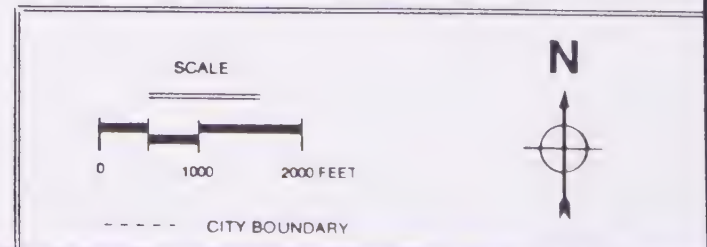
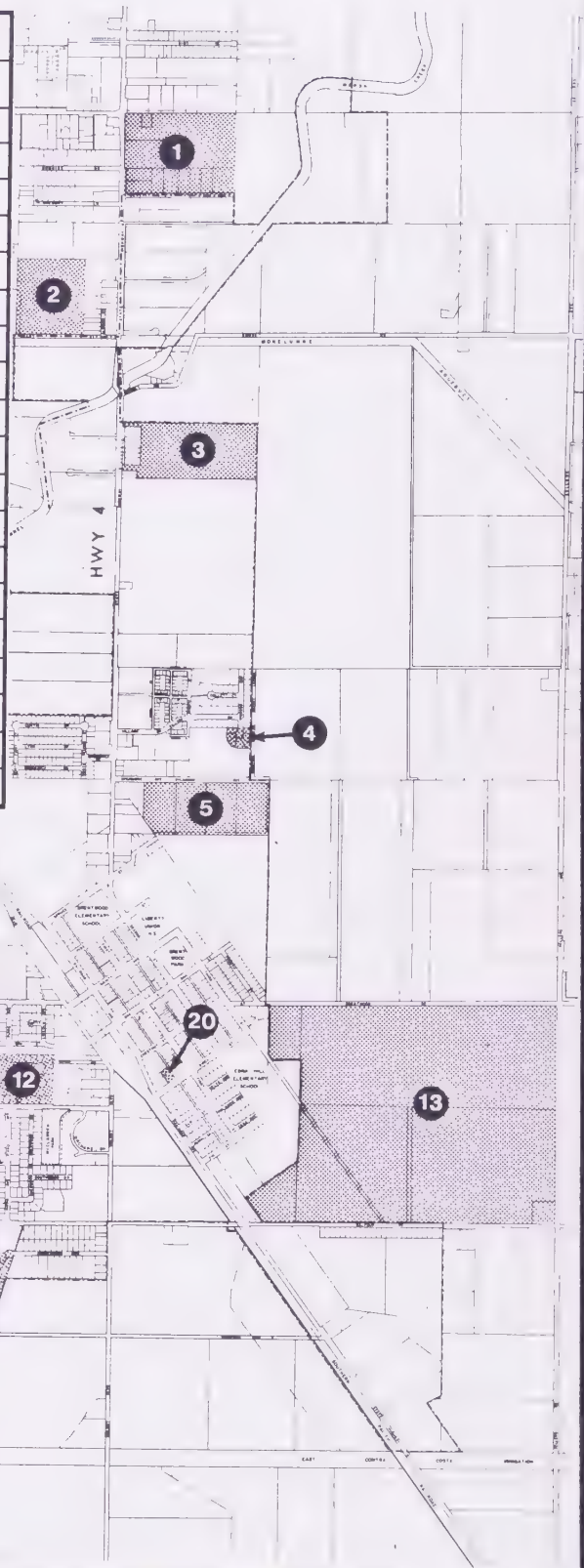
PROJECT	PROJ. TYPE	EXISTING DU's	POTENTIAL DU EQUIVALENTS	LAND AREA	ANNEX. DATE
A-80-4	Res./Comm1.	0	850-	190	Pending
A-80-5	Res.	6	160-	24.149	9-10-82
A-81-1	Public	0	0	9.8	8-11-81
A-81-2	Res.	6	1,204-	215.0	Pending
A-82-1	Res.	0	50-	8.38	11-19-82
A-82-2	Res./Comm1.	6	250±	30.09	Pending
A-82-3	Res.	9	110±	24.5	Pending
	SUB-TOTAL APPROVED ANNEXATIONS	64	1,921	383.714	
	SUB-TOTAL PENDING ANNEXATIONS	26	4,434	790.02	
	TOTAL APRVD. & PENDING ANNEXATIONS	90	6,355	1173.734	

RESIDENTIAL PROJECT STATUS (DEC. 1982)

LEGEND

SITE	PROJ. NO.	TYPE	DU's	ACRES	ANNEX	UNITS BUILT
1	A-82-2		250±	30.09	X	
2	A-82-3		110±	24.5	X	
3	6200	DPLX & SF	141	21.6		
4	5390	SF	7	1.85		3
5	A-79-3*		450	22.43		
6	6322	DPLX & SF	273	40.0		
7	5033	SF	82	22.02		
8	5413	TNHS	88	8.9		
9	5406	DPLX & SF	57	13.13		40
10	5321	DPLX & SF	66	14.5		41
11	5159	SF	64	16.0		38
12	5014	SF	45	9.6		35
13	A-80-4		850	190.0	X	
14	A-80-1		1570	308.0	X	
15	5871	SF	52	15.8		
16	5249	SF	7	2.14		
17	A-81-2		1204±	215.0	X	
18	5260	SF	63	20.213		
19	DR-82-2	APTS	12	.776		
20	DR-82-3	APTS	103	.36		

*ANNEXED MARCH 1983



REDEVELOPMENT PLAN
FOR THE
BRENTWOOD REDEVELOPMENT PROJECT

Prepared by the
REDEVELOPMENT AGENCY OF THE CITY OF BRENTWOOD

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REDEVELOPMENT PLAN
FOR THE
BRENTWOOD REDEVELOPMENT PROJECT

I. [§100] INTRODUCTION

This is the Redevelopment Plan (the "Plan") for the Brentwood Redevelopment Project (the "Project") in the City of Brentwood (the "City"), County of Contra Costa, State of California, and consists of the Text, the Legal Description of the Project Area Boundaries (Attachment No. 1), the Project Area Map (Attachment No. 2) and the Redevelopment Plan Map (Attachment No. 3). This Plan was prepared by the Redevelopment Agency of the City of Brentwood (the "Agency") pursuant to the Community Redevelopment Law of the State of California (Health and Safety Code Section 33000 et seq.), the California Constitution and all applicable local laws and ordinances.

The proposed redevelopment of the Project Area as described in this Plan conforms to the General Plan for the City of Brentwood adopted by the City Council on February 28, 1978.

This Plan is based upon a Preliminary Plan formulated and adopted by the Planning Commission of the City of Brentwood (the "Planning Commission") by Resolution No. 81-28, adopted on November 17, 1981.

This Plan provides the Agency with powers, duties and obligations to implement and further the program generally formulated in this Plan for the redevelopment, rehabilitation and revitalization of the area within the boundaries of the Project (the "Project Area"). This Plan does not present a specific plan or establish specific projects for the redevelopment, rehabilitation and revitalization of any area within the Project Area, nor does this Plan present specific proposals in an attempt to solve or alleviate the concerns and problems of the community relating to the Project Area. Instead, this Plan presents a process and a basic framework within which specific plans will be presented, specific projects will be established and specific solutions will be proposed, and by which tools are provided to the Agency to fashion, develop and proceed with such specific plans, projects and solutions.

The purposes of the Community Redevelopment Law will be attained through, and the major goals of this plan are:

- A. The elimination of environmental deficiencies in the Project Area, including, among others, small and irregular lots, obsolete and aged building types, substandard alleys and inadequate or deteriorated public improvements.
- B. The assembly of land into parcels suitable for modern, integrated development with improved pedestrian and vehicular circulation.
- C. The replanning, redesign and development of undeveloped areas which are stagnant or improperly utilized.
- D. The strengthening of retail and other commercial functions in the downtown area.
- E. The strengthening of the economic base of the Project Area and the community by the installation of needed site improvements to stimulate new commercial/light industrial expansion, employment and economic growth.
- F. The provision of adequate land for parking and open spaces.
- G. The establishment and implementation of performance criteria to assure high site design standards and environmental quality and other design elements which provide unity and integrity to the entire Project.
- H. The expansion and improvement of the supply of low- and moderate-income housing.

II. [§200] DESCRIPTION OF PROJECT AREA

The boundaries of the Project Area are described in the "Legal Description of the Project Area Boundaries," attached hereto as Attachment No. 1 and incorporated herein by reference, and are shown on the "Project Area Map," attached hereto as Attachment No. 2 and incorporated herein by reference.

III. [§300] PROPOSED REDEVELOPMENT ACTIONS

A. [§301] General

The Agency proposes to eliminate and prevent the spread of blight and deterioration in the Project Area by:

1. The acquisition of certain real property;
2. The demolition or removal of certain buildings and improvements;
3. Providing for participation by owners and tenants presently located in the Project Area and the extension of preferences to business occupants desiring to remain or relocate within the redeveloped Project Area;
4. The management of any property acquired by and under the ownership and control of the Agency;
5. Providing relocation assistance to displaced residential and nonresidential tenants;
6. The installation, construction or reconstruction of streets, utilities and other public improvements;
7. The disposition of property for uses in accordance with this Plan;
8. The redevelopment of land by private enterprise or public agencies for uses in accordance with this Plan;
9. The rehabilitation of structures and improvements by present owners, their successors and the Agency; and
10. The assembly of adequate sites for the development and construction of retail shopping and/or light industrial facilities.

In the accomplishment of these purposes and activities and in the implementation and furtherance of this Plan, the Agency is authorized to use all the powers provided in this Plan and all the powers now or hereafter permitted by law.

B. [§302] Participation Opportunities; Extension of Preferences for Reentry Within Redeveloped Project Area

1. [§303] Opportunities for Owners and Tenants

In accordance with this Plan and the rules for owner and tenant participation adopted by the Agency

pursuant to this Plan and the Community Redevelopment Law, persons who are owners of real property in the Project Area shall be given a reasonable opportunity to participate in redevelopment by: (1) retaining all or a portion of their properties; (2) acquiring adjacent or other properties in the Project Area; (3) rehabilitation of existing buildings or improvements; (4) new development; or (5) selling their properties to the Agency and purchasing other properties in the Project Area.

The Agency shall extend reasonable preferences to persons who are engaged in business in the Project Area to participate in the redevelopment of the Project Area, or to reenter into business within the redeveloped Project Area, if they otherwise meet the requirements prescribed in this Plan. The Agency shall also extend reasonable preferences to tenants other than business tenants in the Project Area to reenter within the redeveloped Project Area, if they otherwise meet the requirements prescribed by this Plan. Such business, residential, institutional and semi-public tenants shall be given a reasonable opportunity, if they so desire, to purchase and develop real property in the Project Area in accordance with this Plan.

2. [§304] Rules for Participation
 Opportunities, Priorities and
 Preferences

In order to provide opportunities to owners and tenants to participate in the redevelopment of the Project Area, the Agency shall promulgate rules for owner and tenant participation and the extension of preferences for reentry within the redeveloped Project Area. If conflicts develop between the desires of participants for particular sites or land uses, the Agency is authorized to establish reasonable priorities and preferences among the owners and tenants. Some of the factors to be considered in establishing these priorities and preferences may include a participant's length of occupancy in the area, accommodation of as many participants as possible, similarity of land use, the necessity to assemble sites for integrated, modern development and conformity of a participant's proposal with the intent and objectives of this Plan.

In addition to opportunities for participation by individual persons and firms, participation shall be available for two or more persons, firms or institutions to join together in partnerships, corporations or other joint entities.

Participation opportunities shall necessarily be subject to and limited by such factors as: (1) the elimination and changing of some land uses; (2) the construction, widening or realignment of some streets; (3) the ability of participants to finance acquisition and development or rehabilitation in accordance with this Plan; (4) the reduction in the total number of individual parcels in the Project Area; and (5) the construction or expansion of public facilities.

3. [§305] Participation Agreements

The Agency may require that, as a condition to participation in redevelopment, each participant shall enter into a binding agreement with the Agency by which the participant agrees to rehabilitate, develop and use and maintain the property in conformance with this Plan and to be subject to the provisions hereof. In such agreements, participants who retain real property shall be required to join in the recordation of such documents as may be necessary to make the provisions of this Plan applicable to their properties. Whether or not a participant enters into a participation agreement with the Agency, the provisions of this Plan are applicable to all public and private property in the Project Area.

In the event an owner or tenant participant fails or refuses to rehabilitate, develop and use and maintain its real property pursuant to this Plan and a participation agreement, the real property or any interest therein may be acquired by the Agency and sold or leased for rehabilitation or development in accordance with this Plan.

4. [§306] Conforming Owners

The Agency may, at its sole and absolute discretion, determine that certain real property within the Project Area presently meets the requirements of this Plan, and the owner of such property will be permitted to remain as a conforming owner without a participation agreement with the Agency, provided such owner continues to operate, use and maintain the real property within the requirements of this Plan. However, a conforming owner shall be required by the Agency to enter into a participation agreement with the Agency in the event that such owner desires to:

(a) construct any additional improvements or substantially alter or modify existing structures on any of the real property described above as conforming; or (b) acquire additional property within the Project Area.

C. [§307] Cooperation with Public Bodies

Certain public bodies are authorized by state law to aid and cooperate, with or without consideration, in the planning, undertaking, construction or operation of this Project. The Agency shall seek the aid and cooperation of such public bodies and shall attempt to coordinate this Plan with the activities of such public bodies in order to accomplish the purposes of redevelopment and the highest public good.

The Agency, by law, is not authorized to acquire real property owned by public bodies without the consent of such public bodies. The Agency, however, will seek the cooperation of all public bodies which own or intend to acquire property in the Project Area. Any public body which owns or leases property in the Project Area will be afforded all the privileges of owner and tenant participation if such public body is willing to enter into a participation agreement with the Agency. All plans for development of property in the Project Area by a public body shall be subject to Agency approval.

The Agency may impose on all public bodies the planning and design controls contained in this Plan to insure that present uses and any future development by public bodies will conform to the requirements of this Plan. The Agency is authorized to financially (and otherwise) assist any public entity in the cost of public land, buildings, facilities, structures or other improvements (within or without the Project Area) which land, buildings, facilities, structures or other improvements are or would be of benefit to the Project.

D. [§308] Property Acquisition

1. [§309] Real Property

Except as specifically exempted herein, the Agency may acquire, but is not required to acquire, any real property located in the Project Area by any means authorized by law.

It is in the public interest and is necessary in order to eliminate the conditions requiring redevelopment and in order to execute this Plan for the power of eminent domain to be employed by the Agency to acquire real property in the Project Area which cannot be acquired by gift, devise, exchange, purchase or any other lawful method. Eminent domain proceedings, if used, must

be commenced within twelve (12) years from the date the ordinance adopting this Plan becomes effective.

The Agency shall not acquire real property to be retained by an owner pursuant to a participation agreement if the owner fully performs under the agreement. The Agency is authorized to acquire structures without acquiring the land upon which those structures are located. The Agency is authorized to acquire either the entire fee or any other interest in real property less than a fee.

The Agency shall not acquire real property on which an existing building is to be continued on its present site and in its present form and use without the consent of the owner unless: (a) such building requires structural alteration, improvement, modernization or rehabilitation; (b) the site, or lot on which the building is situated, requires modification in size, shape or use; or (c) it is necessary to impose upon such property any of the controls, limitations, restrictions and requirements of this Plan, and the owner fails or refuses to execute a participation agreement in accordance with the provisions of this Plan.

The Agency is not authorized to acquire real property owned by public bodies which do not consent to such acquisition. The Agency is authorized, however, to acquire public property transferred to private ownership before redevelopment of the Project Area is completed, unless the Agency and the private owner enter into a participation agreement and the owner completes his responsibilities under the participation agreement.

2. [§310] Personal Property

Generally, personal property shall not be acquired. However, where necessary in the execution of this Plan, the Agency is authorized to acquire personal property in the Project Area by any lawful means, including eminent domain.

E. [§311] Property Management

During such time as property, if any, in the Project Area is owned by the Agency, such property shall be under the management and control of the Agency. Such property may be rented or leased by the Agency pending its disposition for redevelopment, and such rental or lease shall be pursuant to such policies as the Agency may adopt.

F. [§312] Payments to Taxing Agencies to Alleviate
Financial Burden

In any year during which it owns property in the Project Area, the Agency is authorized, but not required, to pay directly to any city, county, city and county, district, including, but not limited to, a school district, or other public corporation for whose benefit a tax would have been levied upon such property had it not been exempt, an amount of money in lieu of taxes.

A proportionate share of any amount of money paid by the Agency to any city and county pursuant to the preceding paragraph shall be disbursed by the city and county to any school district with territory located within the Project Area in the city and county. "Proportionate share," as used in this Section 312, means the ratio of the school district tax rate, which is included in the total tax rate of the city and county, to the total tax rate of the city and county.

The Agency may also pay to any taxing agency with territory located within the Project Area (other than the City) any amounts of money which, in the Agency's determination, are appropriate to alleviate any financial burden or detriment caused to such taxing agency by the Project.

G. [§313] Relocation of Persons (Including
Individuals and Families), Business
Concerns and Others Displaced by the
Project

1. [§314] Assistance in Finding Other
Locations

The Agency shall assist all persons (including individuals and families), business concerns and others displaced by the Project in finding other locations and facilities. In order to carry out the Project with a minimum of hardship to persons (including individuals and families), business concerns and others, if any, displaced from their respective places of residence or business by the Project, the Agency shall assist such persons (including individuals and families), business concerns and others in finding new locations that are decent, safe, sanitary, within their respective financial means, in reasonably convenient locations and otherwise suitable to their respective needs. The Agency may also provide housing inside or outside the Project Area for displaced persons.

2. [§315] Relocation Payments

The Agency shall make relocation payments to persons (including individuals and families), business concerns and others displaced by the Project for moving expenses and direct losses of personal property and additional relocation payments as may be required by law. Such relocation payments shall be made pursuant to the California Relocation Assistance Law (Government Code Section 7260 et seq.) and Agency rules and regulations adopted pursuant thereto. The Agency may make such other payments as may be appropriate and for which funds are available.

H. [§316] Demolition, Clearance, Public
Improvements and Building and Site
Preparation

1. [§317] Demolition and Clearance

The Agency is authorized to demolish and clear buildings, structures and other improvements from any real property in the Project Area as necessary to carry out the purposes of this Plan.

2. [§318] Public Improvements

The Agency is authorized to install and construct, or to cause to be installed and constructed, the public improvements and public utilities (within or without the Project Area) necessary to carry out this Plan. Such public improvements and public utilities include, but are not limited to, the following: (1) over and underpasses; (2) sewers; (3) natural gas distribution systems; (4) water distribution systems; (5) parks and plazas; (6) playgrounds; (7) parking facilities; (8) landscaped areas; and (9) street improvements.

Prior consent of the City Council is required for the Agency to develop sites for commercial or industrial use by providing streets, sidewalks, utilities or other improvements which an owner or operator of the site would otherwise be obliged to provide.

3. [§319] Preparation of Building Sites

The Agency is authorized to prepare, or cause to be prepared, as building sites any real property in the Project Area owned by the Agency. The Agency is also authorized to construct foundations, platforms and other structural forms necessary for the provision or utilization

of air rights or sites for buildings to be used for residential, commercial, public and other uses provided in this Plan.

I. [§320] Property Disposition and Development

1. [§321] Real Property Disposition and Development

a. [§322] General

For the purposes of this Plan, the Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust or otherwise dispose of any interest in real property. To the extent permitted by law, the Agency is authorized to dispose of real property by negotiated lease, sale or transfer without public bidding. Property containing buildings or structures rehabilitated by the Agency shall be offered for resale within one (1) year after completion of rehabilitation or an annual report concerning such property shall be published by the Agency as required by law.

Real property acquired by the Agency may be conveyed by the Agency without charge to the City and, where beneficial to the Project Area, without charge to any public body. All real property acquired by the Agency in the Project Area shall be sold or leased to public or private persons or entities for development for the uses permitted in this Plan.

All purchasers or lessees of property acquired from the Agency shall be made obligated to use the property for the purposes designated in this Plan, to begin and complete development of the property within a period of time which the Agency fixes as reasonable and to comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

b. [§323] Disposition and Development Documents

To provide adequate safeguards to ensure that the provisions of this Plan will be carried out and to prevent the recurrence of blight, all real property sold, leased or conveyed by the Agency, as well as all property subject to participation agreements, is subject to the provisions of this Plan.

The Agency shall reserve such powers and controls in the disposition and development documents

as may be necessary to prevent transfer, retention or use of property for speculative purposes and to ensure that development is carried out pursuant to this Plan.

Leases, deeds, contracts, agreements and declarations of restrictions of the Agency may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes or any other provisions necessary to carry out this Plan. Where appropriate, as determined by the Agency, such documents, or portions thereof, shall be recorded in the office of the Recorder of the County.

All property in the Project Area is hereby subject to the restriction that there shall be no discrimination or segregation based upon race, color, creed, religion, sex, marital status, national origin or ancestry in the sale, lease, sublease, transfer, use, occupancy, tenure or enjoyment of property in the Project Area. All property sold, leased, conveyed or subject to a participation agreement shall be expressly subject by appropriate documents to the restriction that all deeds, leases or contracts for the sale, lease, sublease or other transfer of land in the Project Area shall contain such nondiscrimination and nonsegregation clauses as required by law.

c. [§324] Development by the Agency or
 Other Public Bodies or Entities

To the extent now or hereafter permitted by law, the Agency is authorized to pay for, develop or construct any publicly-owned building, facility, structure or other improvement either within or without the Project Area, for itself or for any public body or entity, which buildings, facilities, structures or other improvements are or would be of benefit to the Project Area. Specifically, the Agency may pay for, install or construct the following facilities, buildings and structures, and may acquire or pay for the land required therefor:

- (1) The public improvements and public facilities referred to in Section 318 of this Plan.

The Agency may enter into contracts, leases and agreements with the City or other public body or entity pursuant to this Section 324, and the obligation of the Agency under such contract, lease or agreement shall constitute an indebtedness of the Agency which may be made payable out of the taxes levied in the Project Area and

allocated to the Agency under subdivision (b) of Section 33670 of the Community Redevelopment Law and Section 502 of this Plan or out of any other available funds.

d. [§325] Development Plans

All development plans (whether public or private) shall be submitted to the Agency for approval and architectural review. All development in the Project Area must conform to City design review standards.

2. [§326] Personal Property Disposition

For the purposes of this Plan, the Agency is authorized to lease, sell, exchange, transfer, assign, pledge, encumber or otherwise dispose of personal property which is acquired by the Agency.

J. [§327] Rehabilitation, Conservation and Moving of Structures

1. [§328] Rehabilitation and Conservation

The Agency is authorized to rehabilitate and conserve, or to cause to be rehabilitated and conserved, any building or structure in the Project Area owned by the Agency. The Agency is also authorized and directed to advise, encourage and assist in the rehabilitation and conservation of property in the Project Area not owned by the Agency. The Agency is also authorized to acquire, restore, rehabilitate, move and conserve buildings of historic or architectural significance.

2. [§329] Moving of Structures

As necessary in carrying out this Plan, the Agency is authorized to move, or to cause to be moved, any standard structure or building or any structure or building which can be rehabilitated to a location within or outside the Project Area.

K. [§330] Low- and Moderate-Income Housing

1. [§331] Replacement Housing

In accordance with Section 33334.5 of the Community Redevelopment Law, whenever dwelling units housing persons and families of low or moderate income are destroyed or removed from the low- and moderate-income housing market as part of the Project, the Agency shall, within four (4) years of such destruction or removal, rehabilitate, develop

or construct, or cause to be rehabilitated, developed or constructed, for rental or sale to persons and families of low or moderate income an equal number of replacement dwelling units at affordable rents within the Project Area or within the territorial jurisdiction of the Agency in accordance with all of the provisions of Sections 33413 and 33413.5 of said Community Redevelopment Law.

2. [§332] Increased and Improved Housing Supply

Pursuant to Section 33334.2 of the Community Redevelopment Law, not less than twenty percent (20%) of all taxes which are allocated to the Agency pursuant to subdivision (b) of Section 33670 of the Community Redevelopment Law and Section 502 of this Plan shall be used by the Agency for the purposes of increasing and improving the City's supply of housing for persons and families of very low, low or moderate income unless certain findings are made as required by that section to lessen or exempt such requirement. In carrying out this purpose, the Agency may exercise any or all of its powers, including the following:

- a. Acquire land or building sites;
- b. Improve land or building sites with on-site or off-site improvements;
- c. Donate land to private or public persons or entities;
- d. Construct buildings or structures;
- e. Acquire buildings or structures;
- f. Rehabilitate buildings or structures;
- g. Provide subsidies to or for the benefit of persons or families of very low, low or moderate income; and
- h. Develop plans, pay principal and interest on bonds, loans, advances or other indebtedness or pay financing or carrying charges.

The Agency may use these funds to meet, in whole or in part, the replacement housing provisions in Section 331 above. These funds may be used inside or outside the Project Area provided, however, that funds may be used outside the Project Area only if findings of benefit

to the Project are made as required by said Section 33334.2 of the Community Redevelopment Law.

The funds for this purpose shall be held in a separate Low and Moderate Income Housing Fund until used. Any interest earned by such Low and Moderate Income Housing Fund shall accrue to the Fund.

IV. [\$400] USES PERMITTED IN THE PROJECT AREA

A. [\$401] Redevelopment Plan Map

The "Redevelopment Plan Map," attached hereto as Attachment No. 3 and incorporated herein by reference, illustrates the location of the Project Area boundaries, major streets within the Project Area and the proposed land uses to be permitted in the Project for all land--public, semi-public and private.

B. [\$402] Designated Land Uses

1. [\$403] Commercial Uses

The areas shown on the Redevelopment Plan Map (Attachment No. 3) for commercial uses shall be used for the general commercial uses set forth and described in the City's Zoning Code.

2. [\$404] Light Industrial Uses

The areas shown on the Redevelopment Plan Map (Attachment No. 3) for light industrial uses shall be used for the light industrial uses set forth and described in the City's Zoning Code.

3. [\$405] Residential Uses

The areas shown on the Redevelopment Plan Map (Attachment No. 3) for residential uses shall be used for the residential uses set forth and described in the City's Zoning Code.

C. [\$406] Other Land Uses

1. [\$407] Public Rights-of-Way

As illustrated on the Redevelopment Plan Map (Attachment No. 3), the major public streets within the Project Area include South Street, Third Street, Second Street, First Street, Railroad Avenue, State Highway 4, Walnut Boulevard, Fir Street, Sycamore Avenue, Spruce

Street, Pine Street, Dainby Avenue, Oak Street, Indiana Avenue, Chestnut Street, Birch Street, McClarren Road and Elm Street.

Additional public streets, alleys and easements may be created in the Project Area as needed for proper development. Existing streets, alleys and easements may be abandoned, closed or modified as necessary for proper development of the Project.

Any changes in the existing interior or exterior street layout shall be in accordance with the General Plan, the objectives of this Plan and the City's design standards, shall be effectuated in the manner prescribed by state and local law and shall be guided by the following criteria:

- a. A balancing of the needs of proposed and potential new developments for adequate pedestrian and vehicular access, vehicular parking and delivery loading docks with the similar needs of any existing developments permitted to remain. Such balancing shall take into consideration the rights of existing owners and tenants under the rules for owner and tenant participation adopted by the Agency for the Project and any participation agreements executed thereunder;
- b. The requirements imposed by such factors as topography, traffic safety and aesthetics; and
- c. The potential need to serve not only the Project Area and new or existing developments but to also serve areas outside the Project by providing convenient and efficient vehicular access and movement.

The public rights-of-way may be used for vehicular and/or pedestrian traffic, as well as for public improvements, public and private utilities and activities typically found in public rights-of-way.

2. [§408] Other Public, Semi-Public,
Institutional and Nonprofit Uses

In any area shown on the Redevelopment Plan Map (Attachment No. 3), the Agency is authorized to permit the maintenance, establishment or enlargement of public, semi-public, institutional or nonprofit uses, including park and recreational facilities, libraries, educational, fraternal, employee, philanthropic, religious and charitable institutions, utilities, railroad rights-of-way and facilities of other similar associations or organizations. All such uses shall, to the extent possible, conform to the provisions of this Plan applicable to the uses in the specific area involved. The Agency may impose such other reasonable requirements and/or restrictions as may be necessary to protect the development and use of the Project Area.

3. [§409] Interim Uses

Pending the ultimate development of land by developers and participants, the Agency is authorized to use or permit the use of any land in the Project Area for interim uses that are not in conformity with the uses permitted in this Plan.

4. [§410] Nonconforming Uses

The Agency may permit an existing use to remain in an existing building in good condition which use does not conform to the provisions of this Plan, provided that such use is generally compatible with existing and proposed developments and uses in the Project Area. The owner of such a property must be willing to enter into a participation agreement and agree to the imposition of such reasonable restrictions as may be necessary to protect the development and use of the Project Area.

The Agency may authorize additions, alterations, repairs or other improvements in the Project Area for uses which do not conform to the provisions of this Plan where such improvements are within a portion of the Project where, in the determination of the Agency, such improvements would be compatible with surrounding Project uses and development.

D. [§411] General Controls and Limitations

All real property in the Project Area is made subject to the controls and requirements of this Plan. No real property shall be developed, rehabilitated or otherwise

changed after the date of the adoption of this Plan, except in conformance with the provisions of this Plan.

1. [§412] Construction

All construction in the Project Area shall comply with all applicable state and local laws and codes in effect from time to time. In addition to applicable codes, ordinances or other requirements governing development in the Project Area, additional specific performance and development standards may be adopted by the Agency to control and direct redevelopment activities in the Project Area.

2. [§413] Rehabilitation and Retention of Properties

Any existing structure within the Project Area approved by the Agency for retention and rehabilitation shall be repaired, altered, reconstructed or rehabilitated in such a manner that it will be safe and sound in all physical respects and be attractive in appearance and not detrimental to the surrounding uses.

3. [§414] Limitation on the Number of Buildings

The number of buildings in the Project Area shall not exceed 1675.

4. [§415] Number of Dwelling Units

The number of dwelling units in the Project Area shall not exceed the number of dwelling units permitted under the Zoning Code of the City of Brentwood.

5. [§416] Limitation on Type, Size and Height of Buildings

Except as set forth in other sections of this Plan, the type, size and height of buildings shall be as limited by applicable federal, state and local statutes, ordinances and regulations.

6. [§417] Open Spaces, Landscaping, Light, Air and Privacy

The approximate amount of open space to be provided in the Project Area is the total of all areas which will be in the public rights-of-way, the public ground, the

space around buildings and all other outdoor areas not permitted to be covered by buildings. Landscaping shall be developed in the Project Area to ensure optimum use of living plant material.

Sufficient space shall be maintained between buildings in all areas to provide adequate light, air and privacy.

7. [§418] Signs

All signs shall conform to City sign ordinances as they now exist or are hereafter amended. Design of all proposed new signs shall be submitted to the Agency and/or City prior to installation for review and approval pursuant to the procedures of this Plan.

8. [§419] Utilities

The Agency shall require that all utilities be placed underground whenever physically and economically feasible.

9. [§420] Incompatible Uses

No use or structure which by reason of appearance, traffic, smoke, glare, noise, odor or similar factors would be incompatible with the surrounding areas or structures shall be permitted in any part of the Project Area.

10. [§421] Nondiscrimination and Nonsegregation

There shall be no discrimination or segregation based upon race, color, creed, religion, sex, marital status, national origin or ancestry permitted in the sale, lease, sublease, transfer, use, occupancy, tenure or enjoyment of property in the Project Area.

11. [§422] Subdivision of Parcels

No parcel in the Project Area, including any parcel retained by a participant, shall be subdivided without the approval of the Agency.

12. [§423] Minor Variations

Under exceptional circumstances, the Agency is authorized to permit a variation from the limits, restrictions and controls established by this Plan. In

order to permit such variation, the Agency must determine that:

- a. The application of certain provisions of this Plan would result in practical difficulties or unnecessary hardships inconsistent with the general purpose and intent of this Plan;
- b. There are exceptional circumstances or conditions applicable to the property or to the intended development of the property which do not apply generally to other properties having the same standards, restrictions and controls;
- c. Permitting a variation will not be materially detrimental to the public welfare or injurious to property or improvements in the area; and
- d. Permitting a variation will not be contrary to the objectives of this Plan or of the General Plan of the City.

No variation shall be granted which changes a basic land use or which permits other than a minor departure from the provisions of this Plan. In permitting any such variation, the Agency shall impose such conditions as are necessary to protect the public peace, health, safety or welfare and to assure compliance with the purposes of this Plan. Any variation permitted by the Agency hereunder shall not supersede any other approval required under City codes and ordinances.

E. [§424] Design for Development

Within the limits, restrictions and controls established in this Plan, the Agency is authorized to establish heights of buildings, land coverage, setback requirements, design criteria, traffic circulation, traffic access and other development and design controls necessary for proper development of both private and public areas within the Project Area.

No new improvement shall be constructed, and no existing improvement shall be substantially modified, altered, repaired or rehabilitated except in accordance with this Plan and any such controls and, in the case of property which is the subject of a disposition and development or participation agreement with the Agency and any

other property, in the discretion of the Agency, in accordance with architectural, landscape and site plans submitted to and approved in writing by the Agency. One of the objectives of this Plan is to create an attractive and pleasant environment in the Project Area. Therefore, such plans shall give consideration to good design, open space and other amenities to enhance the aesthetic quality of the Project Area. The Agency shall not approve any plans that do not comply with this Plan.

F. [§425] Building Permits

No permit shall be issued for the construction of any new building or for any construction on an existing building in the Project Area from the date of adoption of this Plan until the application for such permit has been made and processed in a manner consistent with all City requirements.

The Agency is authorized to establish permit procedures and approvals in addition to those set forth above where required for the purposes of this Plan. Where such additional procedures and approvals are established, a building permit shall be issued only after the applicant for same has been granted all approvals required by the City and the Agency at the time of application.

V. [§500] METHODS OF FINANCING THE PROJECT

A. [§501] General Description of the Proposed
Financing Method

The Agency is authorized to finance this Project with financial assistance from the City, State of California, federal government, tax increment funds, interest income, Agency bonds, donations, loans from private financial institutions, the lease or sale of Agency-owned property or any other available source, public or private.

The Agency is also authorized to obtain advances, borrow funds and create indebtedness in carrying out this Plan. The principal and interest on such advances, funds and indebtedness may be paid from tax increments or any other funds available to the Agency. Advances and loans for survey and planning and for the operating capital for nominal administration of this Project may be provided by the City until adequate tax increment or other funds are available, or sufficiently assured, to repay the advances and loans and to permit borrowing adequate working capital from sources other than the City. The City, as it is able,

may also supply additional assistance through City loans and grants for various public facilities.

The City or any other public agency may expend money to assist the Agency in carrying out this Project. As available, gas tax funds from the state and county may be used for street improvements and public transit facilities.

B. [§502] Tax Increment Funds

All taxes levied upon taxable property within the Project Area each year, by or for the benefit of the State of California, the County of Contra Costa, the City of Brentwood, any district or any other public corporation (hereinafter sometimes called "taxing agencies") after the effective date of the ordinance approving this Plan, shall be divided as follows:

1. That portion of the taxes which would be produced by the rate upon which the tax is levied each year by or for each of said taxing agencies upon the total sum of the assessed value of the taxable property in the Project as shown upon the assessment roll used in connection with the taxation of such property by such taxing agency, last equalized prior to the effective date of such ordinance, shall be allocated to and when collected shall be paid into the funds of the respective taxing agencies as taxes by or for said taxing agencies on all other property are paid (for the purpose of allocating taxes levied by or for any taxing agency or agencies which did not include the territory of the Project on the effective date of such ordinance but to which such territory is annexed or otherwise included after such effective date, the assessment roll of the County of Contra Costa last equalized on the effective date of said ordinance shall be used in determining the assessed valuation of the taxable property in the Project on said effective date).
2. That portion of said levied taxes each year in excess of such amount shall be allocated to and when collected shall be paid into a special fund of the Agency to pay the principal of and interest on loans, monies advanced to or indebtedness (whether funded,

refunded, assumed or otherwise) incurred by the Agency to finance or refinance, in whole or in part, this Project. Unless and until the total assessed valuation of the taxable property in the Project exceeds the total assessed value of the taxable property in the Project as shown by the last equalized assessment roll referred to in subdivision 1 hereof, all of the taxes levied and collected upon the taxable property in the Project shall be paid into the funds of the respective taxing agencies. When said loans, advances and indebtedness, if any, and interest thereon, have been paid, all monies thereafter received from taxes upon the taxable property in the Project shall be paid into the funds of the respective taxing agencies as taxes on all other property are paid.

The portion of taxes mentioned in subdivision 2 above are hereby irrevocably pledged for the payment of the principal of and interest on the advance of monies, or making of loans or the incurring of any indebtedness (whether funded, refunded, assumed or otherwise) by the Agency to finance or refinance the Project, in whole or in part. The Agency is authorized to make such pledges as to specific advances, loans and indebtedness as appropriate in carrying out the Project.

The portion of taxes divided and allocated to the Agency pursuant to subdivision 2 of this Section 502 shall not exceed a cumulative total of \$11,000,000.

The Agency is authorized to issue bonds from time to time, if it deems appropriate to do so, in order to finance all or any part of the Project. Neither the members of the Agency nor any persons executing the bonds are liable personally on the bonds by reason of their issuance.

The bonds and other obligations of the Agency are not a debt of the City or the state, nor are any of its political subdivisions liable for them, nor in any event shall the bonds or obligations be payable out of any funds or properties other than those of the Agency, and such bonds and other obligations shall so state on their face. The bonds do not constitute an indebtedness within the meaning of any constitutional or statutory debt limitation or restriction.

The amount of bonded indebtedness to be repaid in whole or in part from the allocation of taxes described in subdivision 2 above which can be outstanding at any one time shall not exceed \$11,000,000.

The Agency shall not establish or incur loans, advances or indebtedness to finance in whole or in part the Project beyond twenty (20) years from the date of adoption of this Plan. Loans, advances or indebtedness may be repaid over a period of time beyond said time limit.

C. [§503] Other Loans and Grants

Any other loans, grants, guarantees or financial assistance from the United States, the State of California or any other public or private source will be utilized if available.

VI. [§600] ACTIONS BY THE CITY

The City shall aid and cooperate with the Agency in carrying out this Plan and shall take all actions necessary to ensure the continued fulfillment of the purposes of this Plan and to prevent the recurrence or spread in the area of conditions causing blight. Actions by the City shall include, but not be limited to, the following:

- A. Institution and completion of proceedings for opening, closing, vacating, widening or changing the grades of streets, alleys and other public rights-of-way and for other necessary modifications of the streets, the street layout and other public rights-of-way in the Project Area. Such action by the City shall include the requirement of abandonment, removal and relocation by the public utility companies of their operations of public rights-of-way as appropriate to carry out this Plan, provided that nothing in this Plan shall be construed to require the cost of such abandonment, removal and relocation to be borne by others than those legally required to bear such cost.
- B. Institution and completion of proceedings necessary for changes and improvements in private and publicly-owned public utilities within or affecting the Project Area.
- C. Revision of zoning (if necessary) within the Project Area to permit the land uses and development authorized by this Plan.

- D. Imposition wherever necessary (by conditional use permits or other means) of appropriate controls within the limits of this Plan upon parcels in the Project Area to ensure their proper development and use.
- E. Provision for administrative enforcement of this Plan by the City after development. The City and the Agency shall develop and provide for enforcement of a program for continued maintenance by owners of all real property, both public and private, within the Project Area throughout the duration of this Plan.
- F. Preservation of historical sites.
- G. Performance of the above actions and of all other functions and services relating to public peace, health, safety and physical development normally rendered in accordance with a schedule which will permit the redevelopment of the Project Area to be commenced and carried to completion without unnecessary delays.
- H. The undertaking and completing of any other proceedings necessary to carry out the Project.

The foregoing actions to be taken by the City do not involve or constitute any commitment for financial outlays by the City.

VII. [§700] ENFORCEMENT

The administration and enforcement of this Plan, including the preparation and execution of any documents implementing this Plan, shall be performed by the Agency and/or the City.

The provisions of this Plan or other documents entered into pursuant to this Plan may also be enforced by court litigation instituted by either the Agency or the City. Such remedies may include, but are not limited to, specific performance, damages, reentry, injunctions or any other remedies appropriate to the purposes of this Plan. In addition, any recorded provisions which are expressly for the benefit of owners of property in the Project Area may be enforced by such owners.

VIII.[\$800] DURATION OF THIS PLAN

Except for the nondiscrimination and nonsegregation provisions which shall run in perpetuity, the provisions of this Plan shall be effective, and the provisions of other documents formulated pursuant to this Plan may be made effective, for twenty-five (25) years from the date of adoption of this Plan by the City Council.

IX. [\$900] PROCEDURE FOR AMENDMENT

This Plan may be amended by means of the procedure established in Sections 33450-33458 of the Community Redevelopment Law or by any other procedure hereafter established by law.

EXHIBIT "A"

The boundaries of the City of Brentwood Redevelopment Project Area is that portion of the City of Brentwood, County of Contra Costa, State of California as shown on Exhibit "B" Titled Map of the Project Area and described as follows:

Beginning at the iron pipe set at the southwesterly corner of Lot 2 of Block D of the Delta Park Subdivision recorded November 9, 1944 in Book 27 of maps at page 38, Contra Costa County Records (27 M 38), said point also being the intersection of the northeasterly line of First Street and the southeasterly line of Fir Street in the City of Brentwood;

Thence, along the southwesterly line of said Delta Park Subdivision (27 M 38) and said northeasterly line of First Street north $35^{\circ} 38'$ west 960.00 feet to the iron pipe set on the northwesterly line of said subdivision (27 M 38) and the southeasterly line of Birch Street;

Thence, easterly along said northwesterly line of said subdivision (27 M 38) and said southeasterly line of Birch Street north $54^{\circ} 23'$ east approximately 800 feet to the northeasterly line of Subdivision Road "C", as shown on Subdivision Number Four of Brentwood Irrigated Farms, recorded September 11, 1917 in Book 16 of maps, at page 325, Contra Costa County Records (16 M 325), said point also being the intersection of said southeasterly line of Birch Street and the northeasterly line of Third Street;

Thence, northwesterly along the northeasterly line of said Third Street, north $35^{\circ} 38'$ west approximately 385.58 feet to the northwesterly corner of Lot 170 of said Subdivision Number Four of Brentwood Irrigated Farms (16 M 325) and the southerly line of Brentwood Road shown as Road No. 2 of said Subdivision Number Four of Brentwood Irrigated Farms (16 M 325);

Thence, easterly along the northerly line of said Lot 170 (16 M 325) and southerly line of Brentwood Road, north $89^{\circ} 09'$ east, approximately 381.4 feet to a point where the extension of the westerly line of Lot 162 of Subdivision Number Four of Brentwood Irrigated Farms (16 M 325) intersects said southerly line of Road Number Two (16 M 325);

Thence, northerly along said extension of the westerly line of Lot 162, Lot 161, Lot 154 and a portion of Lot 153 (16 M 325) north $0^{\circ} 29'$ east 1963.5 feet to the southerly line of Parcel "D" of that Parcel Map recorded June 24, 1969, in Book 9 of Parcel Maps on Page 23 of Contra Costa County Records (9 PM 23);

Thence, westerly along the southerly line of Parcels A, B, C and D of said Parcel Map (9 PM 23), south $89^{\circ} 40'$ west, 1298.11 feet; thence south $54^{\circ} 23'$ west, 38.87 feet to the southwesterly corner of said Parcel "A" (9 PM 23);

Thence, north $35^{\circ} 37'$ west, 265.93 feet; thence north $0^{\circ} 29'$ east, 460.02 feet along the westerly boundary of said Parcel "A" (9 PM 23) to the centerline of Sycamore Avenue, said line also being the south line of Section 7, Township 1 North, Range 3 East, Mount Diablo Base and Meridian;

Thence, westerly along said centerline of Sycamore Avenue south $89^{\circ} 42'$ west, approximately 360.87 feet, to the centerline of California State Highway Number Four, said point also being the southwest corner of said Section 7, Township 1 North, Range 3 East, Mount Diablo Base and Meridian;

Thence, from said point westerly along the extended southerly line of Subdivision Number 2198 Brentwood Manor recorded June 30, 1955 in Book 58 of maps at page 49, Contra Costa County Records (58 M 49), said line also being the northerly line of Section 13, Township 1 North, Range 2 East, Mount Diablo Base and Meridian, south $89^{\circ} 40'$ west, approximately 2149.4 feet to the northeasterly right of way line of the Southern Pacific Railroad right of way;

Thence, southeasterly along the northeasterly right of way line of the Southern Pacific Railroad line, south $35^{\circ} 37'$ east, approximately 1381.4 ft., to the extension of the northwesterly line of Lot 103, of Subdivision Number Three of Brentwood Irrigated Farms, recorded September 11, 1917 in Book 16 of maps, page 324, Contra Costa County Records (16 M 324);

Thence, southerly along said extension of the northwesterly line of lot 103 (16 M 324), south $54^{\circ} 23'$ west, 1239.9 feet, to the northwesterly corner of Lot 103 (16 M 324);

Thence along the northeasterly boundary of Lot 106 (16 M 324), heading north $33^{\circ} 18'$ west, 240.5 feet to the northwesterly corner of Lot 106;

Thence, along the westerly line of Lot 106 (16 M 324) south $0^{\circ} 08'$ west, 1018.6 feet, to the southerly line of Road Number 8, Dainty Avenue, (16 M 324);

Thence, easterly along the southerly line of said Road Number 8 (16 M 324) north $89^{\circ} 58'$ east, 1830 feet, to the northwesterly corner of Lot 116 (16 M 324);

Thence, along the westerly line of Lot 116 and Lot 117 (16 M 324) south $0^{\circ} 08'$ west, for a distance of approximately 1226.8 feet to the southerly line of Road "A", McClarren Road, (16 M 324);

Thence, easterly along the southerly line of Road "A" (16 M 324), north $89^{\circ} 55'$ east, 710 feet, to the easterly line of Road Number 5, Walnut Blvd., (16 M 324);

Thence, along the easterly line of Road Number 5 (16 M 324), south $0^{\circ} 08'$ west, 90.5 feet;

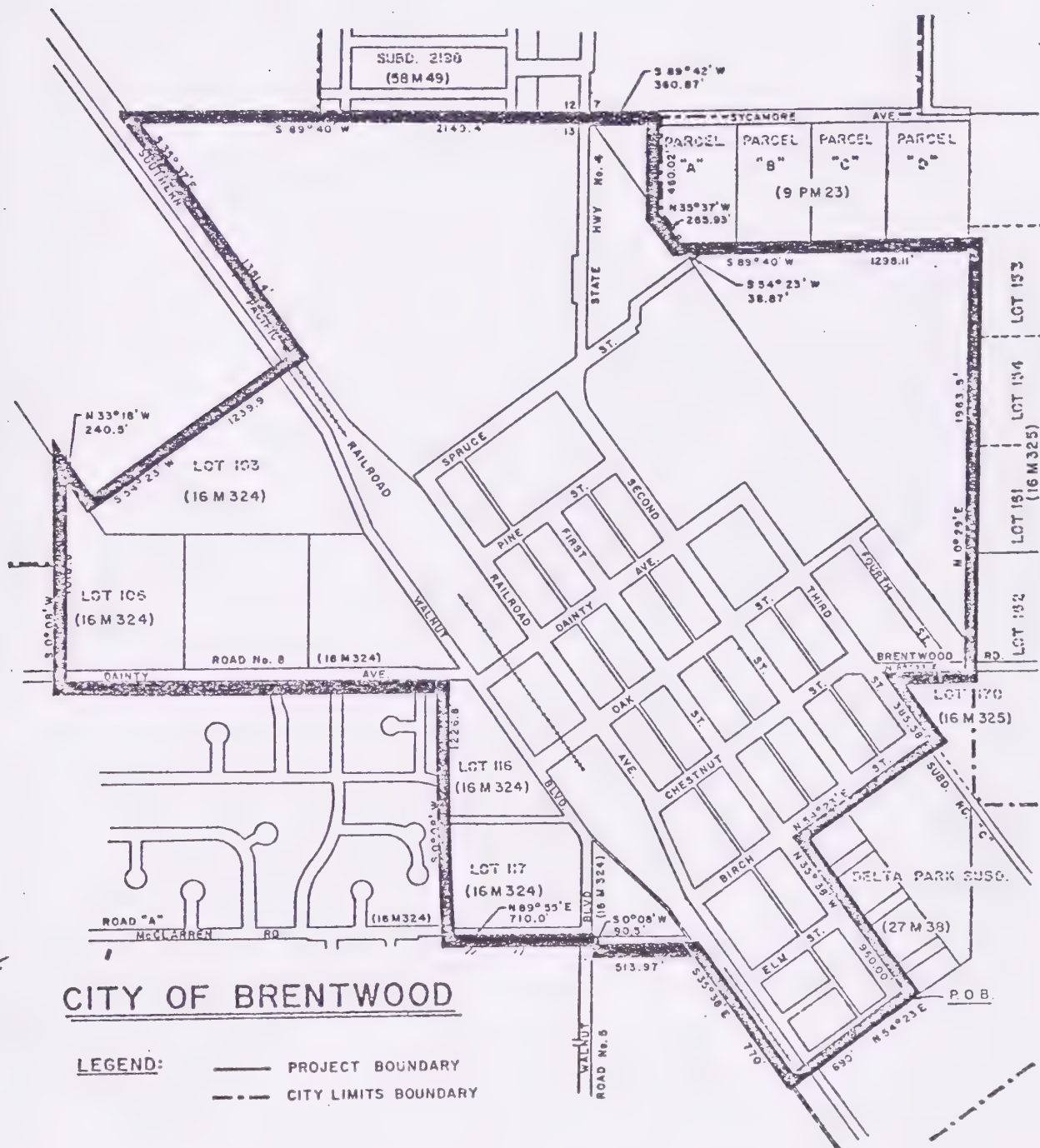
Thence, north $89^{\circ} 37' 15''$ east, 513.97 feet to the northeasterly line of Lot 181 (16 M 325);

Thence, southerly along said northeasterly line of Lot 181 (16 M 325) heading south $35^{\circ} 38'$ east approximately 770 feet, to the extension of the southeasterly line of Fir Street of the Homestead addition to the Town of Brentwood, recorded May 3, 1921 in Book 17 of Maps at page 379, Contra Costa County Records (17 M 379);

Thence, along said extended southeasterly line of Fir Street (17 M 379) north $54^{\circ} 23'$ east, approximately 690 feet, to that iron pipe set at the southwesterly corner of Lot 2 of Block D of the Delta Park Subdivision (27 M 38) which is the Point of Beginning of this description. . .

Containing approximately 280.5 acres, more or less.

BRENTWOOD REDEVELOPMENT PROJECT AREA

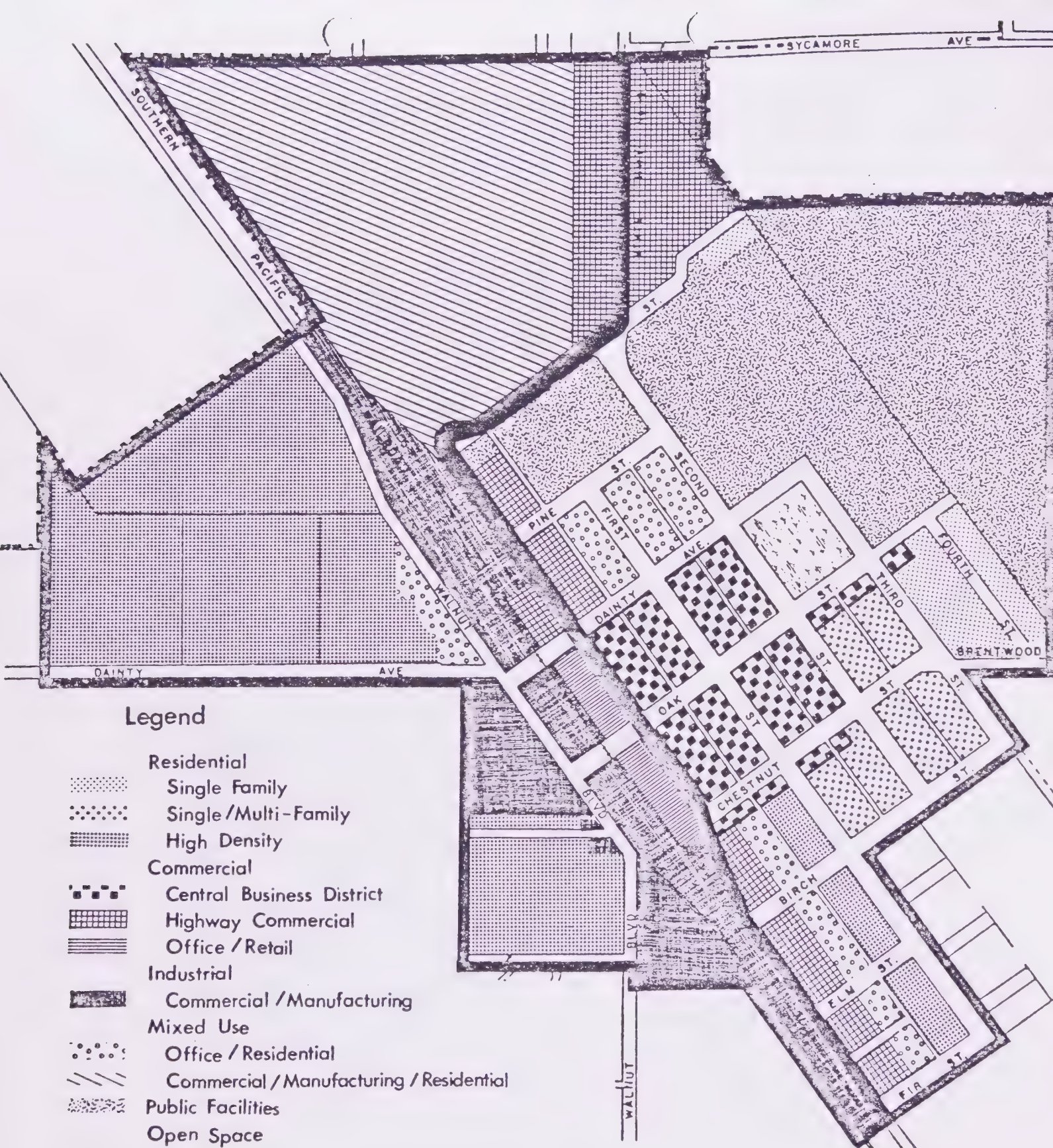


City of Brentwood

Project Area

ATTACHMENT NO. 2





City of Brentwood

Future Land Use

(ATTACHMENT 3)



Map No.

AN AMENDMENT TO THE REDEVELOPMENT PLAN

ORDINANCE NO. 358

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF BRENTWOOD, CALIFORNIA, AMENDING ORDINANCE NO. 333, APPROVING AND ADOPTING AN AMENDMENT TO THE REDEVELOPMENT PLAN FOR THE BRENTWOOD REDEVELOPMENT PROJECT

WHEREAS, the City Council of the City of Brentwood (the "City Council") adopted Ordinance No. 333 on July 13, 1982, approving and adopting the Redevelopment Plan (the "Redevelopment Plan") for the Brentwood Redevelopment Project (the "Project"); and

WHEREAS, the Redevelopment Agency of the City of Brentwood (the "Agency") is designated as the official redevelopment agency to carry out in the City functions and requirements of the Community Redevelopment Law of the State of California (Health and Safety Code Section 33000 et seq.) and to implement the Redevelopment Plan; and

WHEREAS, the Agency has proposed an Amendment to the Redevelopment Plan for the Brentwood Redevelopment Project (the "Amendment"), to provide for the addition of certain property to the Project Area (hereinafter referred to as the "Added Area"); and

WHEREAS, the Planning Commission of the City of Brentwood (the "Planning Commission") has reviewed the Amendment and recommended the approval and adoption of the Amendment, together with its certification that the Amendment conforms to the General Plan of the City of Brentwood; and

WHEREAS, the City Council received from the Agency the proposed Amendment, together with the Report of the Agency on the Amendment and the Final Supplemental Environmental Impact Report (the "Final Supplemental EIR") relating thereto; and

WHEREAS, the City Council and the Agency held a joint public hearing on November 22, 1983, on the adoption of the Amendment and certification of the Final Supplemental EIR on said Amendment, in the City Council Chambers, City Hall, 708 Third Street, Brentwood, California; and

WHEREAS, a notice of said hearing was duly and regularly published in the Brentwood News, a newspaper of general circulation in the City of Brentwood, once a week

for four successive weeks prior to the date of said hearing, and a copy of said notice and affidavit of publication are on file with the City Clerk and the Agency; and

WHEREAS, copies of the notice of public hearing were mailed by certified mail with return receipt requested to the last known address of each assessee of each parcel of land in the existing Project Area and in the Added Area, as shown on the last equalized assessment roll of the County of Contra Costa; and

WHEREAS, copies of the Notice of Public Hearing were mailed with return receipt requested to the governing body of each taxing agency which receives taxes from property within the existing Project Area and within the Added Area; and

WHEREAS, copies of a statement concerning acquisition of property by the Agency were mailed by certified mail with return receipt requested to the last known address of each assessee of each parcel of land in the Added Area, as shown on the last equalized assessment roll of the County of Contra Costa; and

WHEREAS, the City Council has considered the report and recommendations of the Planning Commission, the Report of the Agency, the Amendment and the Final Supplemental EIR, and has provided an opportunity for all persons to be heard and has received and considered all evidence and testimony presented for or against any and all aspects of the Amendment; and

WHEREAS, the Agency and the City Council have reviewed and considered the Final Supplemental EIR on the Amendment, as prepared and submitted pursuant to Public Resources Code Section 21151 and Health and Safety Code Section 33352, and determined that the Amendment will have a significant effect on the environment and adopted overriding considerations considering such significant effect;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BRENTWOOD DOES HEREBY ORDAIN AS FOLLOWS:

Section 1. The purposes and intent of the City Council with respect to the Amendment are: (1) to contribute to and complement the overall goals and policies of the Redevelopment Plan; (2) to eliminate blighting influences and environmental deficiencies within the Added Area such as deteriorated structures and deteriorated or inadequate public improvements, facilities or utilities; and (3) to provide additional employment opportunities.

Section 2. The City Council hereby readopts as to the Added Area, the findings, determinations and other provisions of Ordinance No. 333, and does hereby specifically find and determine that:

a. It is necessary and desirable to amend the Redevelopment Plan to include additional area in the Project Area in that the Added Area is a blighted area, the redevelopment of which is necessary to effectuate the public purposes declared in the Community Redevelopment Law and the inclusion of the Added Area is consistent with the goals and objectives of the existing redevelopment project. This finding is based on the fact that:

(1) The Added Area includes unfit or unsafe buildings and structures due to age, obsolescence, faulty exterior spacing and mixed character;

(2) The Added Area includes properties which suffer from deterioration and disuse because of inadequate public improvements, facilities and utilities;

(3) The Added Area is characterized by a lack of proper utilization of property, resulting in a stagnant and unproductive condition of land potentially useful and valuable; and

(4) There is a need for and lack of sufficient employment opportunities.

It is further found and determined that such conditions are causing and will increasingly cause a reduction and lack of proper utilization of the area to such an extent that it constitutes a serious physical, social and economic burden on the community which cannot reasonably be expected to be reversed or alleviated by private enterprise acting alone, requiring redevelopment in the interest of the health, safety and general welfare of the people of the City and the State. This finding is based on the fact that without the assistance of the Agency, the Added Area would remain stagnant and underutilized and deteriorated structures and the lack of adequate public improvements, facilities and utilities would continue to exist.

b. The Amendment will enable the Added Area and the existing Project Area to be redeveloped in conformity with the Community Redevelopment Law and in the interests of the public peace, health, safety and welfare. This finding is based upon the fact that redevelopment of the Project Area, as contemplated by the Redevelopment Plan, as amended by the Amendment, will implement the objectives of

the Community Redevelopment Law by aiding in the elimination and prevention of the spread of conditions of blight and deterioration in the Added Area, and will further the objectives of the Redevelopment Plan by facilitating the development of the Project Area and by providing additional employment opportunities.

c. The adoption and carrying out of the Amendment is economically sound and feasible. This finding is based upon the fact that under the Redevelopment Plan public funds are available to and have been allocated by the Agency for the development of the area and the fact that no new public redevelopment activity will be undertaken unless the Agency can demonstrate that it has adequate revenue to finance the activity.

d. The Amendment conforms to the General Plan of the City of Brentwood. This finding is based upon the finding of the Planning Commission of the City of Brentwood that the Amendment conforms to the General Plan of the City.

e. The carrying out of the Amendment will promote the public peace, health, safety and welfare of the City and will effectuate the purposes and policy of the Community Redevelopment Law. This finding is based upon the fact that redevelopment, as contemplated by the Redevelopment Plan, as amended by the Amendment, will benefit the Project Area by correcting conditions of blight and by coordinating public and private actions to stimulate development and improve the economic, social and physical conditions of the Added Area and the existing Project Area.

f. The condemnation of real property within the Added Area, as provided for in the Redevelopment Plan, is necessary to the execution of the Redevelopment Plan, and adequate provisions have been made for the payment for property to be acquired as provided by law. This finding is based upon: (1) the need to ensure that the provisions of the Redevelopment Plan will be carried out; and (2) the need to prevent the recurrence of blight.

g. The Agency has a feasible method and plan for the relocation of families and persons who might be displaced, temporarily or permanently, from housing facilities in the Added Area. This finding is based upon the fact that the Redevelopment Plan provides for relocation assistance according to law.

h. There are, or are being provided, within the Added Area, the existing Project Area or within other areas not generally less desirable with regard to public utilities and public and commercial facilities and at rents or

prices within the financial means of the families and persons who might be displaced from the Added Area, decent, safe and sanitary dwellings equal in number to the number of and available to such displaced families and persons and reasonably accessible to their places of employment. This finding is based upon the fact that no person or family will be required to move from any dwelling unit in the Added Area until suitable replacement housing is available.

i. The elimination of blight and the redevelopment of the Added Area could not be reasonably expected to be accomplished by private enterprise acting alone without the aid and assistance of the Agency. This finding is based upon the existence of blighting influences and the inability of individual developers to economically remove these blighting influences without public assistance to acquire and assemble sites for development, and the provision of public improvements, facilities, and utilities.

j. Inclusion of any lands, buildings or improvements in the Added Area which are not detrimental to the public health, safety or welfare is necessary for the effective redevelopment of the whole area of which they are a part, and any such areas included are necessary for effective redevelopment and are not included for the purpose of obtaining the allocation of tax increment revenues from such areas without other substantial justification for their inclusion. This finding is based upon the fact that the inclusion of lands, buildings or improvements within the Added Area is necessary in order to (1) eliminate underutilized, stagnant and unproductive conditions of land; (2) eliminate deteriorated structures; (3) eliminate inadequate or deteriorated public improvements, facilities and utilities; and (4) provide employment opportunities.

k. The Amendment to the Redevelopment Plan will afford maximum opportunity, consistent with the sound needs of the City as a whole, for the redevelopment of the Added Area by private enterprise.

Section 3. The City Council is satisfied that permanent housing facilities will be available within three years from the time occupants of the Added Area are displaced, if any, and that pending the development of such facilities, there will be available to any such displaced occupants temporary housing facilities at rents comparable to those in the City of Brentwood at the time of their displacement. No persons or families of low or moderate income shall be displaced from residences unless and until there is a suitable housing unit available and ready for occupancy by such displaced persons or families at rents comparable to those at the time of their displacement. Such

housing units shall be suitable to the needs of such displaced persons or families and must be decent, safe, sanitary and otherwise standard dwellings. The Agency shall not displace any such persons or families until such housing units are available and ready for occupancy.

Section 4. The City Council is convinced that the effect of tax increment financing to carry out the Amendment will not cause a severe financial burden or detriment on any taxing agency deriving revenues from the Added Area.

Section 5. Written objections to the Amendment filed with the City Clerk before the hour set for hearing and all oral objections presented to the City Council at the hearing having been considered are hereby overruled.

Section 6. The overriding considerations and mitigation measures, as identified in Council Resolution No. 83-68 and Agency Resolution No. 83-6, adopted on November 22, 1983, certifying the completion of the Final Supplemental Environmental Impact Report on the Amendment to the Redevelopment Plan, are incorporated into the proposed redevelopment of the Added Area.

Section 7. The Redevelopment Plan for the Brentwood Redevelopment Project, as adopted by Ordinance No. 333, is hereby amended as set forth in the proposed "Amendment to the Redevelopment Plan for the Brentwood Redevelopment Project," attached hereto as Attachment No. 1 and incorporated herein by reference. As so amended, the Redevelopment Plan is incorporated herein by reference and designated as the official Redevelopment Plan for the Brentwood Redevelopment Project.

The Executive Director of the Agency is hereby authorized to combine the Redevelopment Plan, as amended by this Amendment, into a single document, and said document, when filed with the City Clerk and the Secretary of the Agency, shall constitute the official Redevelopment Plan in place of the document currently constituting said Redevelopment Plan.

Section 8. Ordinance No. 333 is continued in full force and effect, as amended by this Ordinance.

Section 9. The City Clerk is hereby directed to send a certified copy of this Ordinance to the Agency, whereupon the Agency is vested with the responsibility for carrying out the Redevelopment Plan as amended by the Amendment.

Section 10. The City Clerk is hereby directed to record with the County Recorder of Contra Costa County a notice of the approval and adoption of the Amendment pursuant to this Ordinance containing a description of the boundaries of the Added Area and a statement that proceedings for redevelopment of the Project Area pursuant to the Redevelopment Plan, as amended by the Amendment, have been instituted under the California Community Redevelopment Law.

Section 11. The City Clerk is hereby directed to transmit a copy of this Ordinance Amending the Redevelopment Plan, a description of the land within the Project Area, as amended by this Amendment, and a map or plot indicating the boundaries of the Project Area, as amended by this Amendment to the auditor, assessor and tax collector of the County of Contra Costa, to the governing body of each of the taxing agencies which levies taxes upon any property in the Project Area, as amended by this Amendment, and to the State Board of Equalization.

Section 12. Effective Date. This Ordinance shall be in full force and effect thirty (30) days after its passage.

Section 13. Publication. The City Clerk is hereby ordered and directed to certify to the passage and adoption of this Ordinance and to cause the same to be published in the Brentwood News, a newspaper of general circulation, published and circulated in the City of Brentwood, California.

Section 14. Severability. If any part of this Ordinance, or the Amendment which it approves, is held to be invalid for any reason, such decision shall not affect the validity of the remaining Ordinance or of the remaining Amendment, and this Council hereby declares that it would have passed the remainder of this Ordinance or approved the remainder of the Amendment if such invalid portion thereof had been deleted.

PASSED AND ADOPTED this 29th day of November, 1983.


VICE- MAYOR OF THE CITY OF BRENTWOOD

ATTEST:

 (Acting)
CITY CLERK OF THE CITY OF BRENTWOOD

An Amendment To The Redevelopment Plan
For The Brentwood Redevelopment Project

Amendment No. 1

Section 100 paragraph No. three is amended to read as follows:

"This plan is based upon a Preliminary Plan formulated and adopted by the Planning Commission of the City of Brentwood (the "Planning Commission") by Resolution No. 81-28 adopted November 17, 1981, and an Amended Preliminary Plan adopted on June 21, 1983, by Resolution No. 83-14."

Amendment No. 2

Section 309 paragraph No. two is amended to read as follows:

"It is in the public interest and is necessary in order to eliminate the conditions requiring redevelopment and in order to execute this Plan for the power of eminent domain to be employed by the Agency to acquire real property in the Project Area which cannot be acquired by gift, devise, exchange, purchase or any other lawful method. Eminent domain proceedings, if used, must be commenced within twelve (12) years from the date the Ordinance adopting the first amendment to this Redevelopment Plan becomes effective."

Amendment No. 3

Section 318 paragraph No. one is amended to read as follows:

"The Agency is authorized to install and construct, or to cause to be installed and constructed, the public improvements and public utilities (within or without the Project Area) necessary to carry out this Plan. Such public improvements and public utilities include, but are not limited to, the following: (1) over and underpasses; (2) sewers; (3) natural gas distribution systems; (4) water distribution systems; (5) parks and plazas; (6) playgrounds; (7) parking facilities; (8) landscaped areas; (9) street improvements (10) and storm drainage improvements.

Amendment No. 4

Section 407 paragraph No. one shall be amended as follows:

"As illustrated on the Redevelopment Plan Map (Attachment No. 3), the major public streets within the Project Area include Fourth Street, Third Street, Second Street, First Street, Railroad Avenue, State Highway 4, Walnut Boulevard, Fir Street, Sycamore Avenue, Spruce Street, Pine Street, Dainty Avenue, Oak Street, Indiana Avenue, Chestnut Street, Birch Street, McClarren Road, Elm Street and Balfour Road.

Amendment No. 5

Section 414 shall be amended as follows:

"The number of buildings in the Project Area shall not exceed 1965.

Amendment No. 6

Section 502, paragraph No. three, shall be amended as follows:

"The portion of taxes divided and allocated to the Agency pursuant to subdivision 2 of this Section 502 shall not exceed a cumulative total of \$16,000,000.

Amendment No. 7

Section 502, paragraph No. six, shall be amended as follows:

"The amount of bonded indebtedness to be repaid in whole or in part from the allocation of taxes described in subdivision 2 above which can be outstanding at any one time shall not exceed \$16,000,000.

Amendment No. 8

Section 502, paragraph No. seven, shall be amended as follows:

"The Agency shall not establish or incur loans, advances or indebtedness to finance in whole or in part the Project beyond twenty (20) years from the date the first amendments to this Redevelopment Plan are adopted."

Amendment No. 9

Section 800 shall be amended as follows:

"Except for the nondiscrimination and nonsegregation provisions which shall run in perpetuity, the provisions of this Plan shall be effective, and the provisions of other documents formulated pursuant to this Plan may be made effective, for twenty five (25) years from the date the first amendments to this Redevelopment Plan are adopted."

Amendment No. 10

Substitute in place of the Existing Attachment No. 1, the "Legal Description of The Project Area Boundaries", the "Legal Description of The Project Area Boundaries", attached hereto as Exhibit "A" and incorporated herein by reference.

Amendment No. 11

Substitute inplace of the Existing Attachment No. 2, the "Brentwood Redevelopment Project Area" map, the "Brentwood Redevelopment Project Area" map, attached hereto as Exhibit "B" and incorporated herein by reference.

Amendment No. 12

Substitute inplace of the Existing Attachment No. 3, the "Redevelopment Plan Land Use Map", the "Redevelopment Plan Land Use Map", attached hereto as Exhibit "C" and incorporated herein by reference.

Legal Description of the Project Area Boundaries

The boundaries of the City of Brentwood Redevelopment Project Area is that portion of the City of Brentwood, County of Contra Costa, State of California as shown on Exhibit "B" Titled Map of the Project Area and described as follows:

Beginning at the iron pipe set at the southwesterly corner of Lot 2 of Block D of the Delta Park Subdivision recorded November 9, 1944 in Book 27 of maps at page 38, Contra Costa County Records (27 M 38), said point also being the intersection of the northeasterly line of First Street and the southeasterly line of Fir Street in the City of Brentwood;

Thence, along the southwesterly line of said Delta Park Subdivision (27 M 38) and said northeasterly line of First Street north $35^{\circ} 38'$ west 960.00 feet to the iron pipe set on the northwesterly line of said subdivision (27 M 38) and the southeasterly line of Birch Street;

Thence, easterly along said northwesterly line of said subdivision (27 M 38) and said southeasterly line of Birch Street north $54^{\circ} 23'$ east approximately 800 feet to the northeasterly line of Subdivision Road "C", as shown on Subdivision Number Four of Brentwood Irrigated Farms, recorded September 11, 1917 in Book 16 of maps, at page 325, Contra Costa County Records (16 M 325), said point also being the intersection of said southeasterly line of Birch Street and the northeasterly line of Third Street;

Thence, northwesterly along the northeasterly line of said Third Street, north $35^{\circ} 38'$ west approximately 385.58 feet to the northwesterly corner of Lot 170 of said Subdivision Number Four of Brentwood Irrigated Farms (16 M 325) and the southerly line of Brentwood Road shown as Road No. 2 of said Subdivision Number Four of Brentwood Irrigated Farms (16 M 325);

Thence, easterly along the northerly line of said Lot 170 (16 M 325) and southerly line of Brentwood Road, north $89^{\circ} 09'$ east, approximately 381.4 feet to a point where the extension of the westerly line of Lot 162 of Subdivision Number Four of Brentwood Irrigated Farms (16 M 325) intersects said southerly line of Road Number Two (16 M 325);

Thence, northerly along said extension of the westerly line of Lot 162, Lot 161, Lot 154 and a portion of Lot 153 (16 M 325) north $0^{\circ} 29'$ east 1963.5 feet to the southerly line of Parcel "D" of that Parcel Map recorded June 24, 1969, in Book 9 of Parcel Maps on Page 23 of Contra Costa County Records (9 PM 23);

Thence, westerly along the southerly line of Parcels A, B, C and D of said Parcel Map (9 PM 23), south $89^{\circ} 40'$ west, 1298.11 feet; thence south $54^{\circ} 23'$ west, 38.87 feet to the southwesterly corner of said Parcel "A" (9 PM 23);

Thence, north $35^{\circ} 37'$ west, 265.93 feet; thence north $0^{\circ} 29'$ east, 460.02 feet along the westerly boundary of said Parcel "A" (9 PM 23) to the centerline of Sycamore Avenue, said line also being the south line of Section 7, Township 1 North, Range 3 East, Mount Diablo Base and Meridian;

Thence, westerly along said centerline of Sycamore Avenue south $89^{\circ} 42'$ west, approximately 360.87 feet, to the centerline of California State Highway Number Four, said point also being the southwest corner of said Section 7, Township 1 North, Range 3 East, Mount Diablo Base and Meridian;

Thence, from said point westerly along the extended southerly line of Subdivision Number 2198 Brentwood Manor recorded June 30, 1955 in Book 58 of maps at page 49, Contra Costa County Records (58 M 49), said line also being the northerly line of Section 13, Township 1 North, Range 2 East, Mount Diablo Base and Meridian, south $89^{\circ} 40'$ west, approximately 2149.4 feet to the northeasterly right of way line of the Southern Pacific Railroad right of way;

Thence, southeasterly along the northeasterly right of way line of the Southern Pacific Railroad line, south $35^{\circ} 37'$ east, approximately 1381.4 ft., to the extension of the northwesterly line of Lot 103, of Subdivision Number Three of Brentwood Irrigated Farms, recorded September 11, 1917 in Book 16 of maps, page 324, Contra Costa County Records (16 M 324);

Thence, southerly along said extension of the northwesterly line of lot 103 (16 M 324), south $54^{\circ} 23'$ west, 1239.9 feet, to the northwesterly corner of Lot 103 (16 M 324);

Thence along the northeasterly boundary of Lot 106 (16 M 324), heading north $33^{\circ} 18'$ west, 240.5 feet to the northwesterly corner of Lot 106;

Thence, along the westerly line of Lot 106 (16 M 324) south $0^{\circ} 08'$ west, 1018.6 feet, to the southerly line of Road Number 8, Dainty Avenue, (16 M 324);

Thence, easterly along the southerly line of said Road Number 8 (16 M 324) north $89^{\circ} 58'$ east, 1830 feet, to the northwesterly corner of Lot 116 (16 M 324);

Thence, along the westerly line of Lot 116 and Lot 117 (16 M 324) south $0^{\circ} 08'$ west, for a distance of approximately 1226.8 feet to the southerly line of Road "A", McClarren Road, (16 M 324);

Thence, easterly along the southerly line of Road "A" (16 M 324), north $89^{\circ} 55'$ east, 710 feet, to the easterly line of Road Number 5, Walnut Blvd., (16 M 324);

Thence, along the easterly line of Road Number 5 (16 M 324), south $0^{\circ} 08'$ west, 90.5 feet;

Thence, north $89^{\circ} 37' 15''$ east, 513.97 feet to the northeasterly line of Lot 181 (16 M 325);

Thence, southerly along said northeasterly line of Lot 181 (16 M 325) heading south $35^{\circ} 38'$ east approximately 770 feet, to the extension of the southeasterly line of Fir Street of the Homestead addition to the Town of Brentwood, recorded May 3, 1921 in Book 17 of Maps at page 379, Contra Costa County Records (17 M 379);

Thence, along said extended southeasterly line of Fir Street (17 M 379) north $54^{\circ} 23'$ east, approximately 690 feet, to that iron pipe set at the southwesterly corner of Lot 2 of Block D of the Delta Park Subdivision (27 M 38) which is the Point of Beginning of this description.

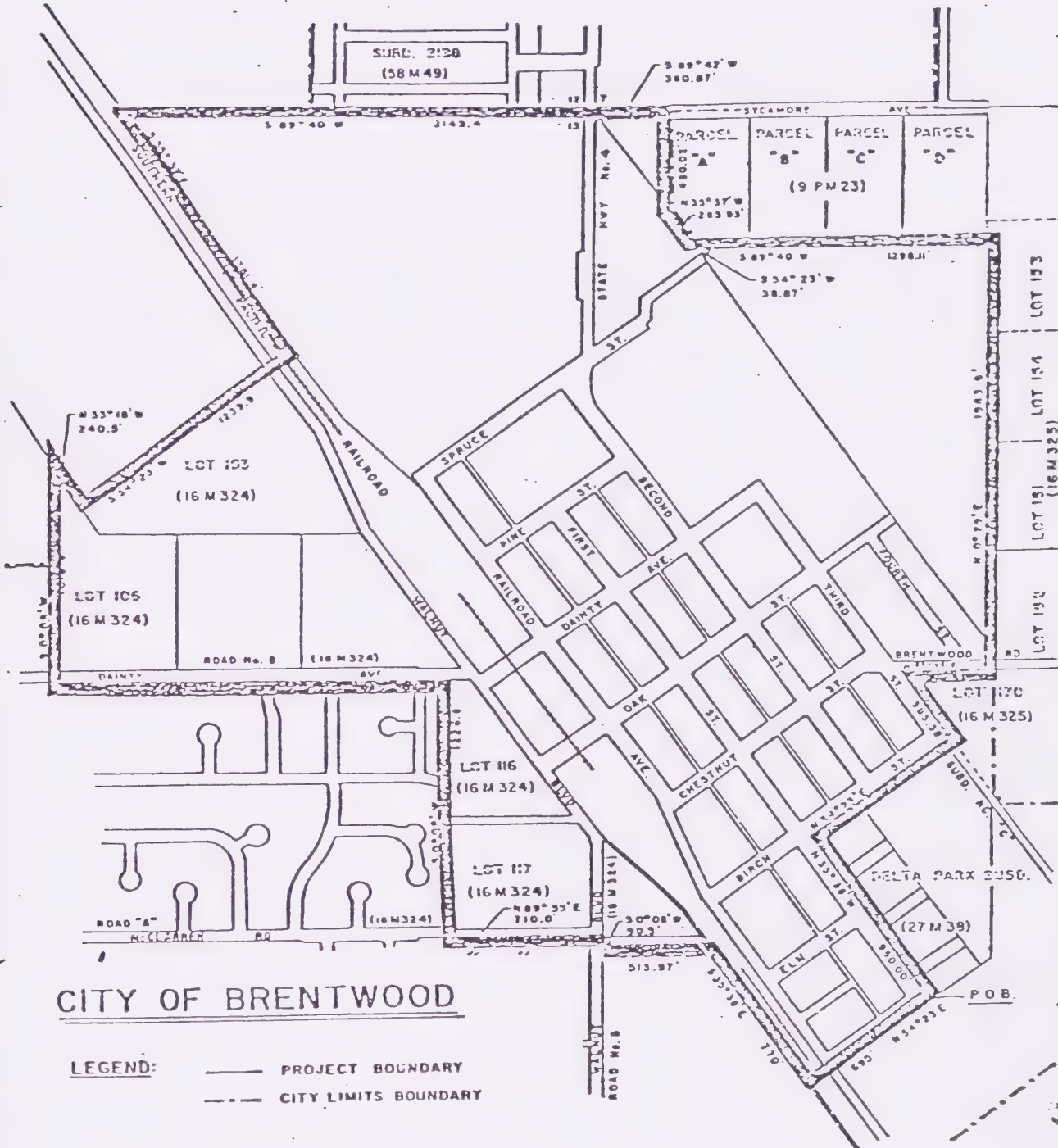
Containing approximately 280.5 acres, more or less.

Legal Description of The Project Area Boundaries

The boundaries of the City of Brentwood Redevelopment Project Area Amendment I is that portion of the City of Brentwood, County of Contra Costa, State of California as shown on Exhibit "A" Titled Map of the Project Area Amendment I and described as follows:

Beginning at the northeasterly corner of Lot No. 196 of Subdivision Number Four of Brentwood Irrigated Farms recorded September 11, 1917, in Book 16 of Maps at page 325, Contra Costa County Records (16 M 325); thence, northerly along the extension of the easterly line of said Lot 196 North $0^{\circ} 01'$ East, 40.00 feet to the northerly line of Balfour Road and the southerly lines of Lot A, Lot 178 and 179 (16 M 325); thence, westerly along the north line of Balfour Road south $89^{\circ} 37' 30''$ west 2098.4 feet, more or less, to a point 183.70 feet East of the northeasterly intersection of Balfour Road and State Highway 4; thence, north $35^{\circ} 38'$ West along a line parallel to the northeast line of said State Highway 4, 396.1 feet, more or less; thence, North $54^{\circ} 23'$ East, 380.0 feet, more or less, to a point on the southerly extension of the northeasterly line of First Street and the westerly line of Lot 2 of Block "D" of Delta Park Subdivision recorded November 9, 1944, in Book 27 of maps at page 38 Contra Costa County Records (27 M 38); thence, northerly along the extension of the northeasterly line of First Street north $35^{\circ} 38'$ west, 550.0 feet, more or less, to the southwest corner of said Lot 2 of Block "D" (27 M 38); thence Southerly along the southeasterly line of Fir Street and the Southerly line of said Lot 2 of Block "D" (27 M 39) extended South $54^{\circ} 23'$ West, 580.0 feet, more or less, to the northeasterly line of the Southern Pacific Railroad right of way; thence Southeasterly along said northeasterly right of way of Southern Pacific Railroad South $35^{\circ} 38'$ East, 4,075.64 feet, more or less, to the northeasterly intersection of said Southern Pacific Railroad and the East Contra Costa Irrigation District Main Canal as shown on Subdivision No. Four (16 M 325); thence along the northerly line of the Main Canal and the extension of the southerly line of Lot No's. 200 and 202 (16 M 325) North $89^{\circ} 55'$ East approximately 685.80 feet to the southeasterly corner of Parcel "B" of that map recorded July 12, 1978 in Book 67 of Parcel Maps, at pages 48 and 49, Contra Costa County Records (67 PM 48 and 49); thence along the easterly line of said Parcel Map (67 PM 48 and 49) North $35^{\circ} 25'$ West 700.85 feet; thence North $62^{\circ} 45'$ East, 192.91 feet to the easterly line of Lot No. 200 (16 M 325); thence North $0^{\circ} 01'$ East, approximately 1972.60 feet to the point of beginning of this description at the northeasterly corner of Lot No. 196 (16 M 325).

Containing an area of 88.98 acres, more or less.

BRENTWOOD REDEVELOPMENT
PROJECT AREA

City of Brentwood

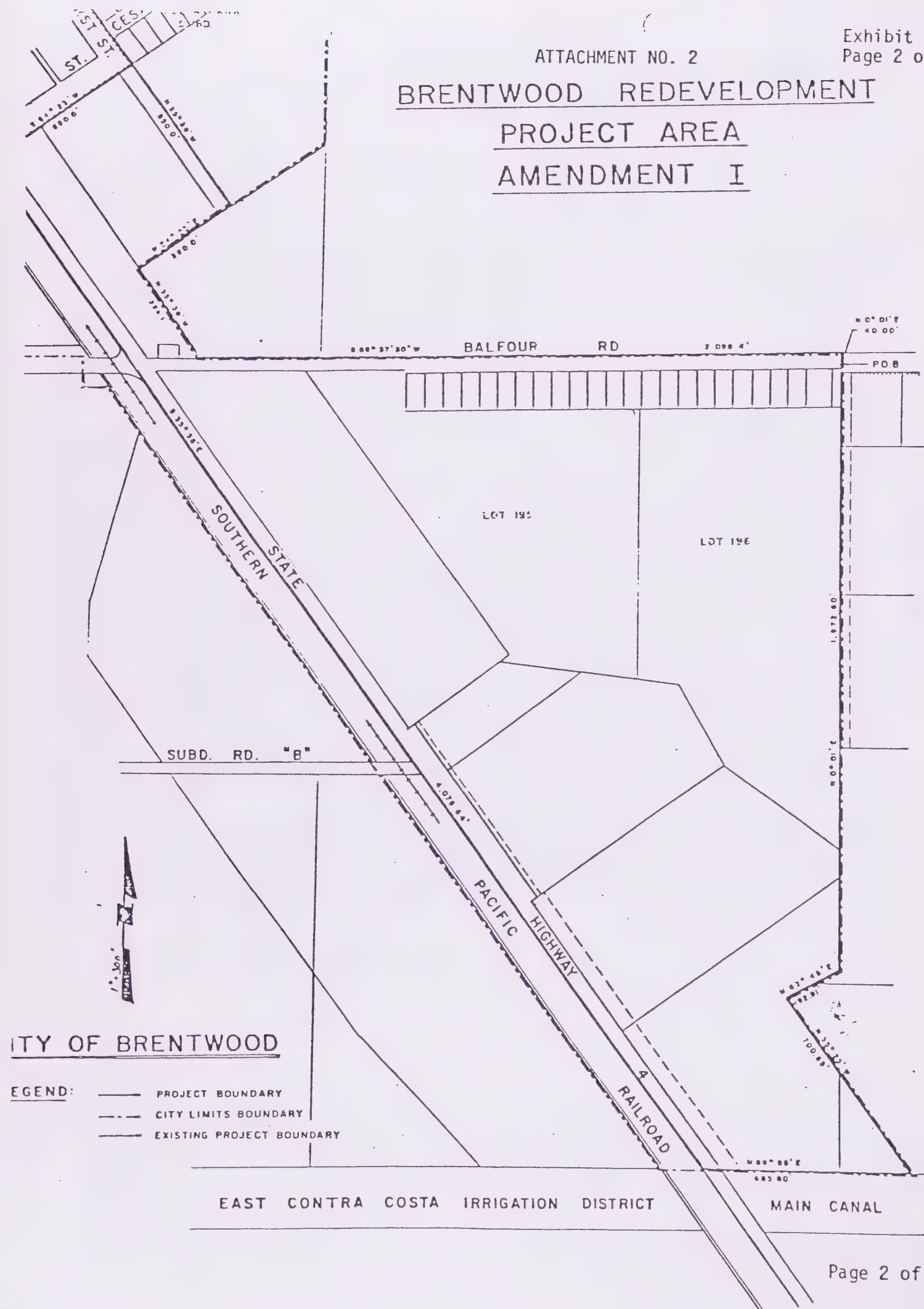
Project Area

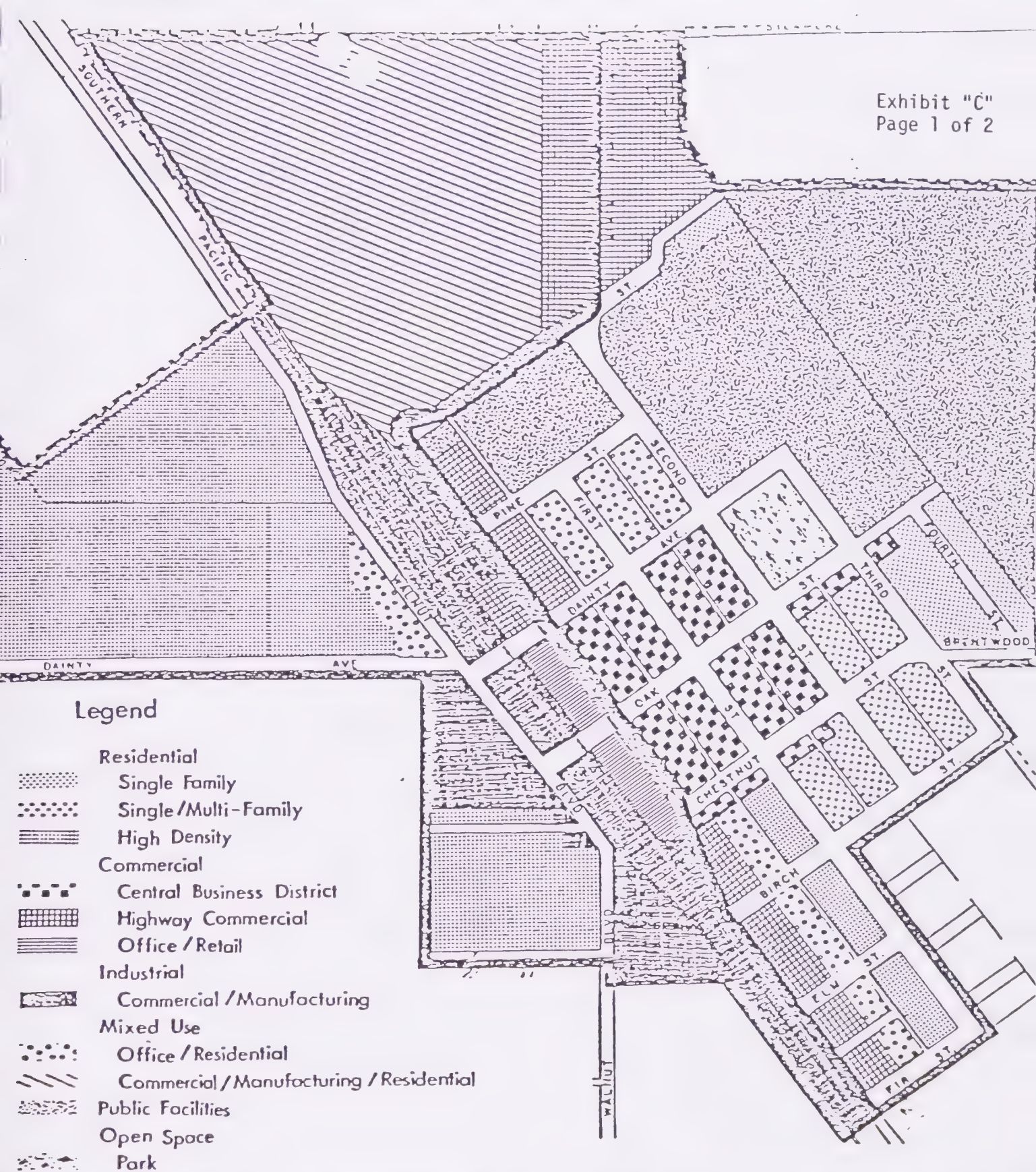


BRENTWOOD REDEVELOPMENT
PROJECT AREA
AMENDMENT I

PROJECT AREA

AMENDMENT I





City of Brentwood

Future Land Use

ATTACHMENT 3

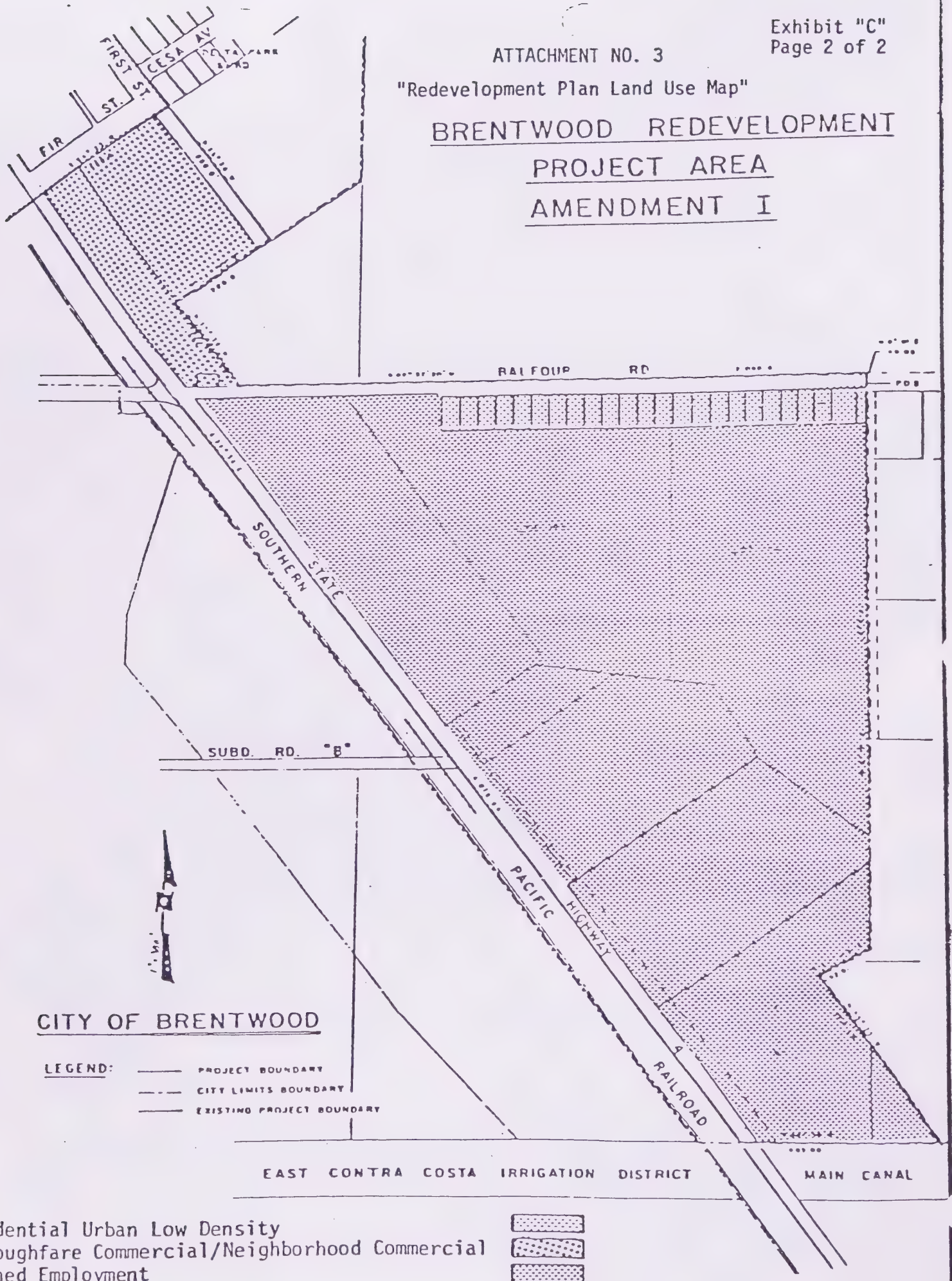
"Redevelopment Plan Land Use Map"



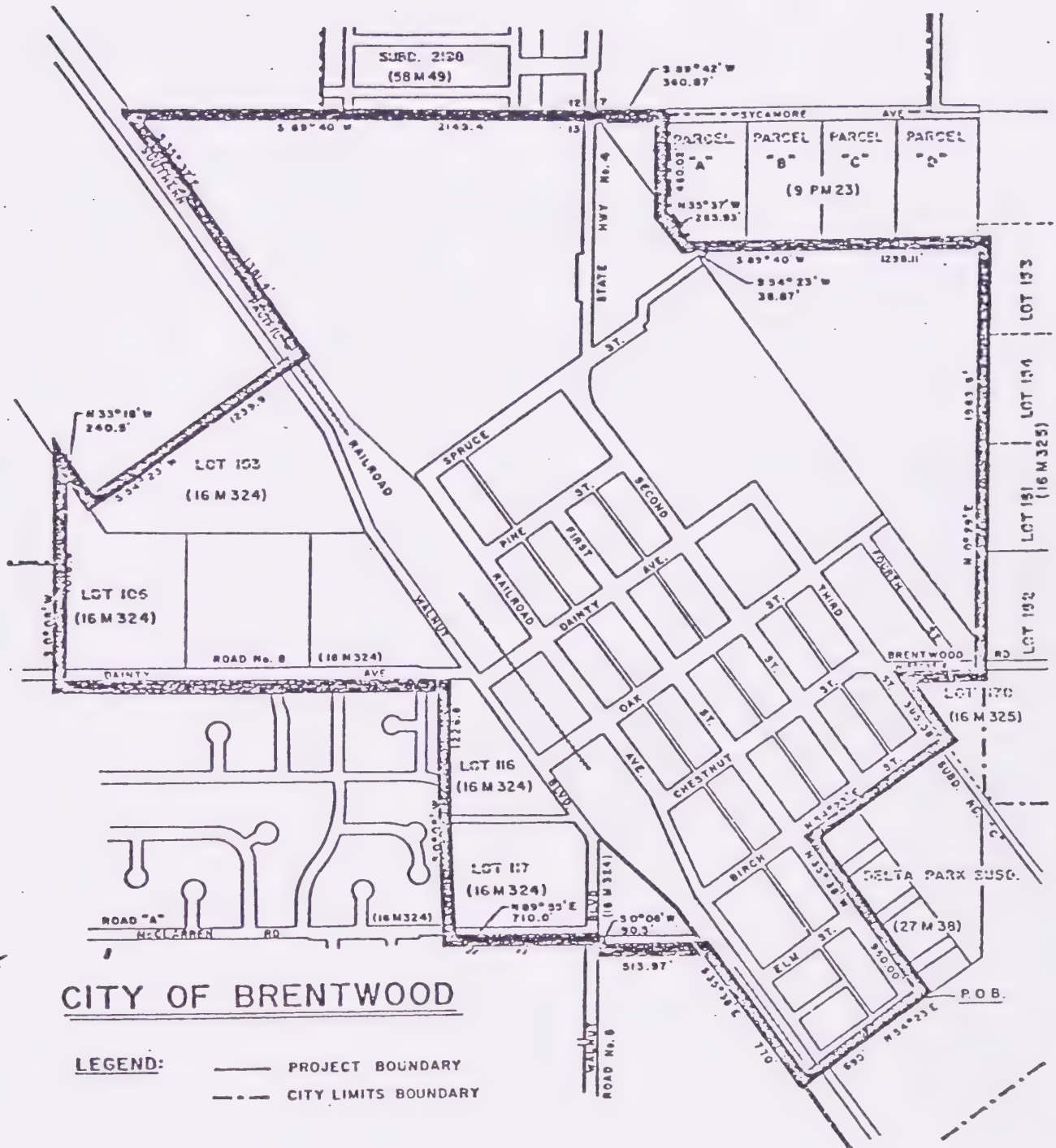
ATTACHMENT NO. 3

"Redevelopment Plan Land Use Map"

BRENTWOOD REDEVELOPMENT
PROJECT AREA
AMENDMENT I



BRENTWOOD REDEVELOPMENT PROJECT AREA

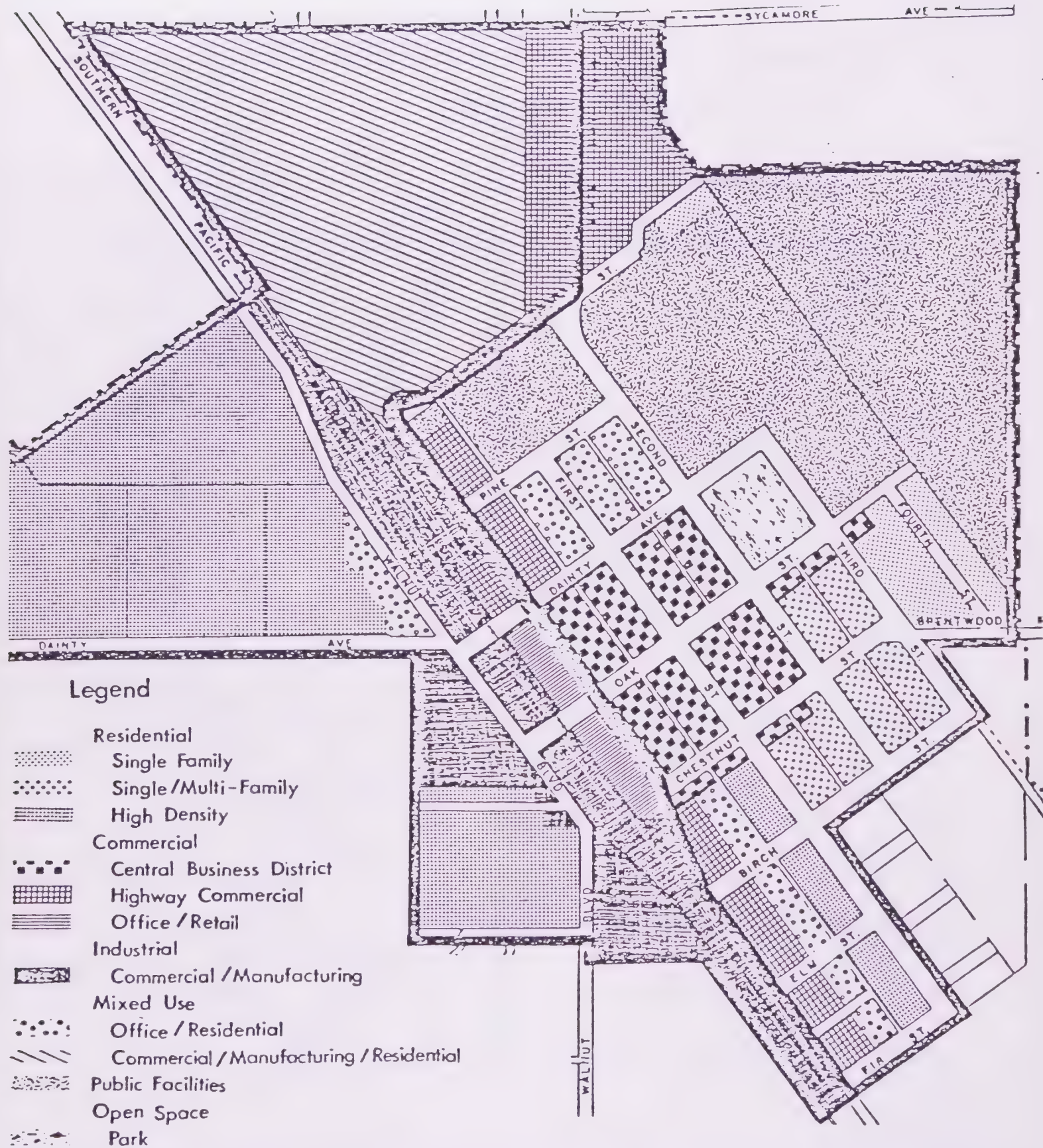


City of Brentwood

Project Area

ATTACHMENT NO. 2





City of Brentwood

Future Land Use (ATTACHMENT 3)

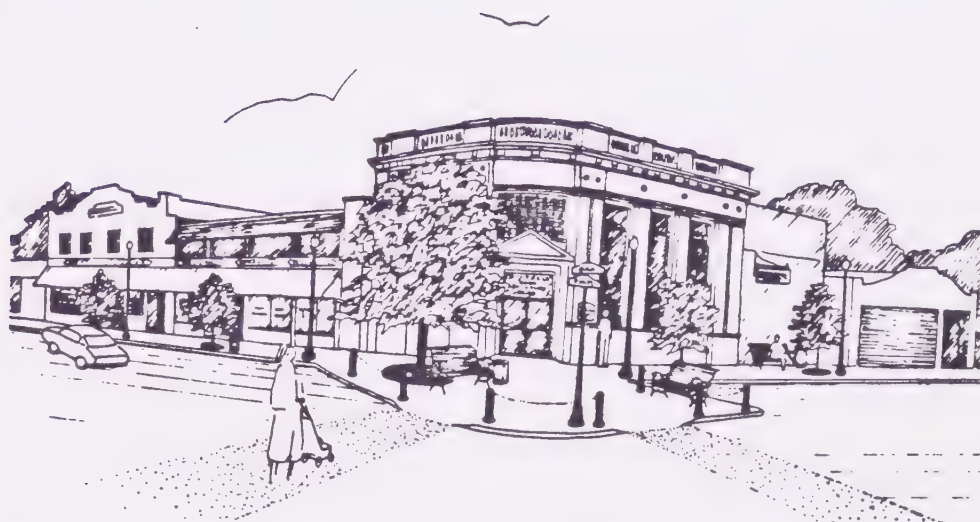


Map No.

Brentwood Downtown Planning



Strategy Summary



PREPARED FOR:

CITY OF BRENTWOOD
FEBRUARY, 1983

PREPARED BY:

LAND SEA PLANNING
PRESIDIO OF SAN FRANCISCO
P. O. BOX 29426
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PROJECT ADMINISTRATOR

RICHARD G. MITCHELL
CONSULTANT IN URBAN REVITALIZATION
AND COMMUNITY DEVELOPMENT

GRAPHICS BY:
LESTER HARMON

ACKNOWLEDGEMENTS

CITY COUNCIL-REDEVELOPMENT AGENCY

Roger P. Moore, Mayor
Catherine F. Palmer, Vice Mayor
Barbara J. Guise
Bruce C. Ghiselli
George G. Gambel

PLANNING COMMISSION

Larry Day
Ronald Enos
Randy Lynch
Craig Jepson
Mimi Clarke
Robert Pedersen

PROJECT AREA COMMITTEE

James Collins
Lynn Clousing
Dennis Siden
Mary Jo Bell
Rose Pierce
Jack Tabor
Joe Trebino
Patty Albertson
Barbara Guise
Ruth Archie
Barbara Bonnickson
JoAnna Hines
Eunice Castoro
Rosemarie Sciortino
Laine Lawrence
George Nunn
Craig Jepson
Ken Bloodworth
Patricia Finch

CITY STAFF

Harry Gill, City Manager
Robert Selders, Planning Director
John Jones, City Engineer
Jim Frank, Police Chief
Lisa Williams, Planning Secretary

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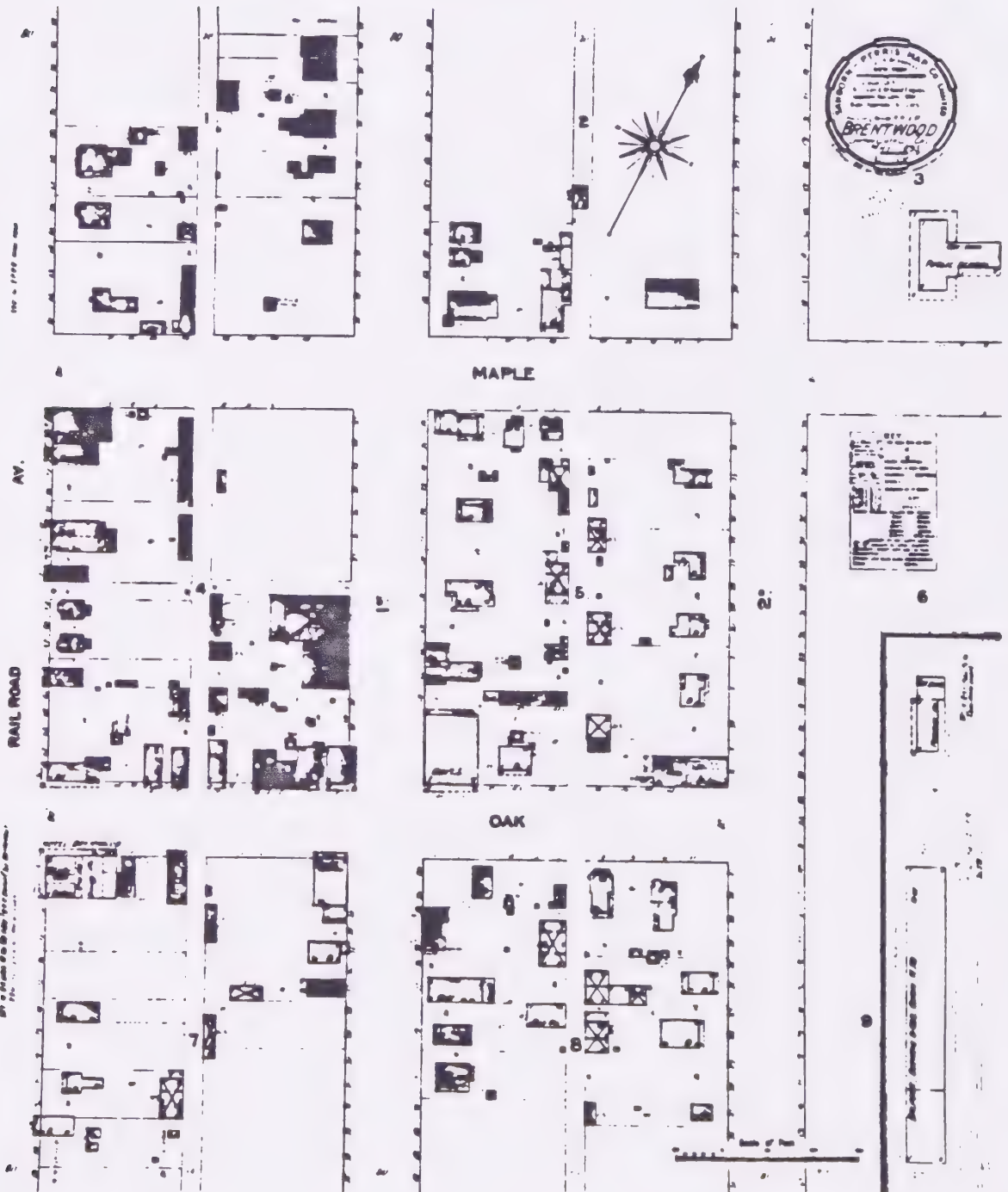
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Introduction

Brentwood -1895



1.0 Introduction

The purpose of this report is to present a strategy for revitalizing the city's existing urban environment. Brentwood is on the periphery of urban growth. Within a few years the city may double or even triple in size. This new development can have one of two effects. It is entirely possible that as Brentwood grows those qualities which make the city a special place to live and work will disappear. The purpose of this report is to insure that with new growth, those special qualities which presently exist in Brentwood will be preserved and enhanced.

1.1 The Opportunity

The city has an opportunity to take the best from the past and insure that Brentwood in the future will still provide a special place to live and work. The opportunity which now exists for the city is the ability to effectively plan for the inevitable growth which will take place. New growth can be a benefit for existing residents. Opportunities will take place for employment, shopping and living. Of special importance, is the opportunity to revitalize the central core of the City. That place which people identify as the heart of Brentwood is in need of revitalization! To improve this area the city has initiated a redevelopment planning process. This process provides the City with a number of economic tools to combat blight and deterioration. Of special importance, is the use of tax increment money's (the increment of tax money above the existing assessed value generated from new development within the redevelopment project area), to rebuild the City's infrastructure and improve it's physical appearance. In a very real way this economic tool allows the existing City to benefit from new growth.

1.2 Setting

The City has gone through an involved process of evaluating the blighting conditions which are present. The Setting section documents these existing conditions and identify's the problems and potentials which presently exist. It is important to stress that this planning process will only succeed if the city's residents are aware and actively participate in the replanning of their downtown. To insure that this takes place the City has established a special citizen's committee, the Project Area Committee which represents the interests of all of the city's residents. This committee plays a very important role in helping the Redevelopment Agency make the many difficult decisions which will be required in the redevelopment of downtown. In summary the setting provides the basis for developing the planning concepts which will govern how the downtown area will be revitalized.

1.3 The Conceptual Plan

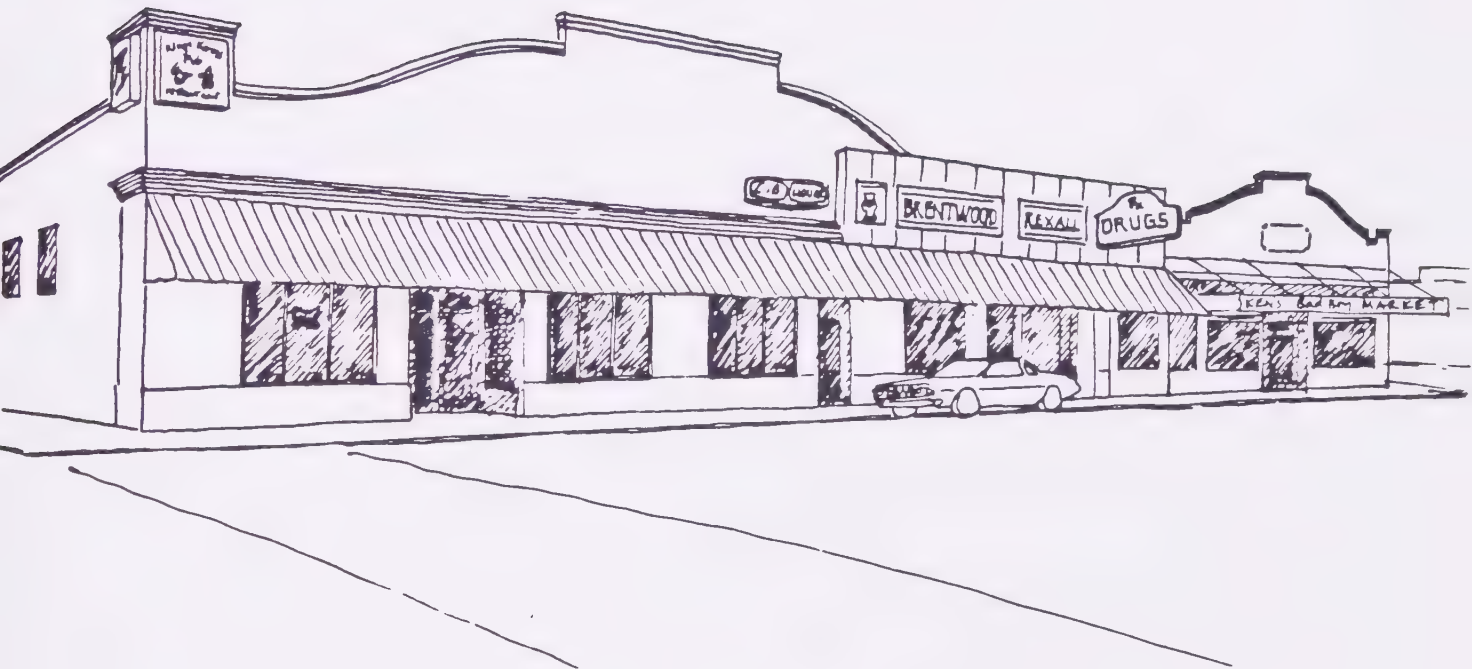
The next section of this report is the Conceptual Plan which provides a structure for future development within the redevelopment project area. No one can say for certain what Brentwood will be like in 25 years, -the time span the Redevelopment Plan will be in effect. What this Conceptual Plan does provide is the direction in which the City can move in the future. Out of necessity, these planning concepts must be flexible and yet provide the basis for making future decisions. This Conceptual Plan provides "Future Land Use" for the Project Area and identifies what resources should be allocated for two "Target Areas". These target areas provide the basis for initial redevelopment efforts in the City. The Project Area has been divided into a number of "Action Areas" based on area dynamics, blighting conditions and available city resources. The Conceptual Plan through the use of these action areas has identified priorities for future decisions by the City. The plan also proposes a number of "Planning Concepts" to guide future redevelopment efforts.

1.4 The Planning Strategy

The final section of this report the "Planning Strategy" provides a plan of action for the Redevelopment Project Area. In recognition of the limited resources presently available to combat blight two "Target Areas" have been drawn from the larger action areas described in detail in the previous section. The "Downtown Target Area" is the commercial core of Brentwood and is still highly identifiable by residents and travelers to the city. A significant improvement to this area will be highly visible and provide secondary effects to the surrounding downtown areas. Once this core area is revitalized the Target Area will be expanded outward in the direction of the Highway 4 realignment. The "Neighborhood Target Area" is the second area which has been chosen for intense redevelopment efforts by the City. This residential area is in transition and could deteriorate rapidly if remedial actions aren't taken immediately. Improvements to the public infrastructure and focusing housing rehabilitation programs in this area will not only benefit residential households but will also help downtown businesses by increasing the purchasing power of neighborhood residents. Within 5 years a significant change should have taken place in the downtown. By this time improvements to the Target Areas should begin to become visible and Highway 4 should hopefully be relocated.

This final section proposes an Initial Strategy for immediate consideration which includes a citizen participation program, development of a capital improvements program, a 5 year housing rehabilitation program and finally a program administration plan to coordinate redevelopment activities. These initial actions provide the starting point for carrying out a more comprehensive Community Revitalization Program. A number of longer term strategies are also proposed to deal with the Target Areas and other major problems facing the City such as the realignment of Highway 4. These proposals provide the basis to move from words to deeds.

Setting



The purpose of this summary is to provide a short concise statement of the larger more detailed Brentwood Downtown Planning Strategy. This summary contains three sections. The Setting provides a brief discussion of the existing conditions in the Redevelopment Project Area. The Conceptual Plan then provides land uses for future development within a number of action areas. This section then proposes that the City focus immediate actions to two target areas. The last section, the Planning Strategy provides a plan of action for the Redevelopment Project Area.

2.0. Setting

This section provides detailed discussions dealing with the existing planning environment, natural setting, physical blighting conditions, and the human environment within the planning area. The purpose of this section is to provide a summary of the existing conditions present in the Redevelopment Project Area.

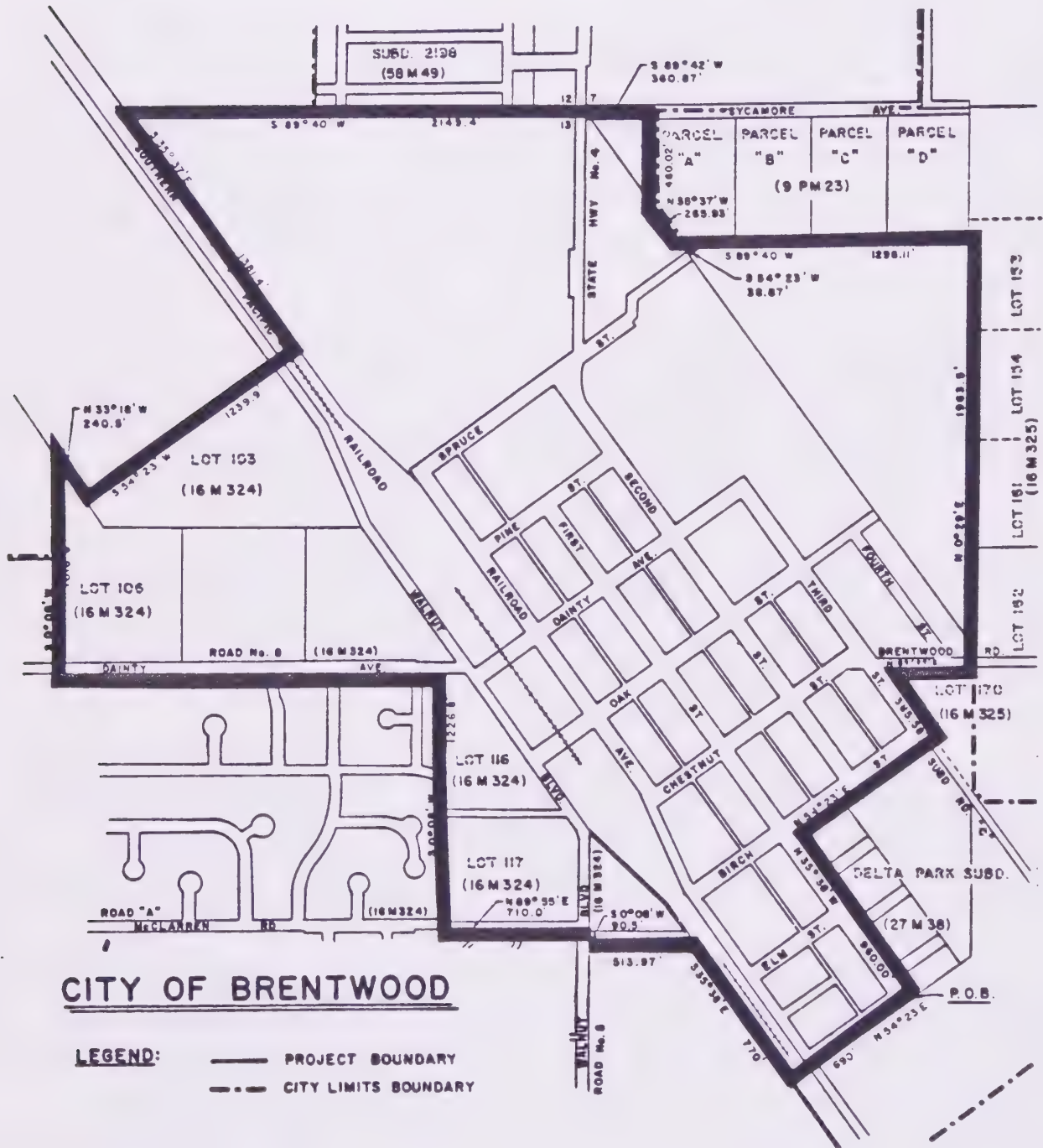
2.1. Planning Environment

The city has undertaken a comprehensive planning program to revitalize the downtown area based on the city's General Plan policy to "establish ongoing renewal planning and implementation programs to achieve public/private redevelopment goals The City should proceed in developing a redevelopment plan for the older part of the central business district."

To accomplish this General Plan policy the city has become involved in the redevelopment planning process. The redevelopment process in California is a complex legal process which has as its stated policy the redevelopment of communities where blighted areas exist which constitute either physical, social, or economic liabilities. A number of planning tasks have been required.

The initial step in the Redevelopment Process was the formation of the Redevelopment Agency. The first planning task undertaken by the Redevelopment Agency was Designation of a Survey Area. The survey area is a geographical area of sufficient size to include all potential blighting conditions within the city. Once the Survey Area was established, detailed analysis of each of the approximately 550 parcels in the Survey Area began. Each of these parcels were surveyed by walking and driving the community, and analyzing the city's existing infrastructure, land use and building conditions. The Project Area which was finally adopted contained all major blighted areas within the existing city limits. (Map# 1). In conjunction with Designating a Project Area, Community Redevelopment Law requires that the Agency prepare a Preliminary Redevelopment Plan. This preliminary plan was primarily a legal document. An Environmental Impact Report was also prepared which documented the potential impacts of the Redevelopment Plan.

BRENTWOOD REDEVELOPMENT PROJECT AREA



City of Brentwood

Project Area

Map No. 1

The Agency then prepared a detailed Redevelopment Plan which describes the project area boundaries, proposed land uses, financing mechanisms and property owner participation. It and an accompanying report to the Brentwood City Council, documented that the project area was blighted and that the proposed redevelopment activities were consistent with the city's general plan.

To insure public support and understanding a Project Area Committee has been formed in Brentwood which is composed of Business people and residents within the Project Area. This committee will insure that any future planning in the downtown area will not adversely impact local residents.

It is expected that any displacement of substandard housing would take place through private redevelopment efforts, and not by actions of the Agency. The Agency itself, currently has no plans to develop or construct any housing in the near future. If any housing is destroyed or removed as a direct action of the Redevelopment Agency such housing will be replaced on a one for one basis. An estimated \$2,176,386 dollars could be generated over the twenty five year life of the Redevelopment Plan for the purpose of increasing and improving the housing supply.

The primary purpose of the Redevelopment Plan is to revitalize the Central Business District. An estimated \$10,889,394 dollars will be allocated to improving the Downtown Project area. The following table provides estimated costs for the projects which will be undertaken through the Redevelopment Planning process.

Estimated Redevelopment Plan Project Costs

Project	Estimated Cost
-Water Facility Improvements	640,000
-Sewer System Improvements	100,000
-Street Improvements	2,690,000
-Storm Drain Improvements	580,000
-Central Business District Improvements and Beautification	2,690,000
-Housing Program	2,176,386
-Housing Related Programs	350,000
-Administration (15 Percent)	1,632,208
Total	\$10,889,394

The total estimated cost of all Redevelopment Projects is very close to the estimated tax increments which are projected to be generated from the Redevelopment Project during it's 25 year project life. The build-out rate of the project will be the key factor in providing adequate tax increment financing for the redevelopment improvements proposed in the above Table.

2.2 The Natural Setting

The discussion dealing with the natural setting focuses on analysis of Earth, Air, Water, Plant and Animal Life in the project area. The Redevelopment Plan EIR contains additional information.

Earth. The City of Brentwood lies at the base of an alluvial fan which emanates from the nearby Coast Range, and is situated along the western edge of the San Joaquin Valley and the southern perimeter of the Delta. The area is underlain by Quaternary alluvial fan and valley fill sediments. The Brentwood clay loam and Sorrento silty clay loam soil types make up 85% of the soils in the area and have few or no limitations which might restrict their potential use. In common with most of the San Francisco Bay and Delta areas, the City of Brentwood lies in a region of high or frequent seismicity. Although no fault is known to actually transect the City, the proximity of faults in combination with soil conditions in the area indicate that the City can expect moderate to severe shaking due to future earthquake activity.

Air. The City of Brentwood is located at the confluence of the coastal or marine climate which is characteristic of the San Francisco Bay and Delta areas. Temperatures are moderated by marine air flow through the Carquinez Straits, with summer average highs in the upper 80s and winter lows in the 30s. Precipitation averages about 13 inches per year. The predominant wind direction is northwesterly, which is typical of the summer through fall months. Winter wind direction is more variable. Data from air monitoring stations suggest that ozone and suspended particulates are the most significant air quality problems in the immediate Brentwood area. The highly industrialized Pittsburg-Antioch corridor which is upwind of Brentwood make a substantial contribution to photochemical smog and particulate concentrations.

Water. The Project Area and surrounding region is drained by a complex system of streams, creeks and canals, which generally flow toward the north-east. This system ultimately drains into the San Joaquin River and Delta. The municipal drainage system is inadequate in the Project Area, where it consists of corrugated metal pipe which are seriously in need of repair or replacement. The problem here is increased by a general lack of curbs and gutters along many of the streets in the district. The City has contracted with East Bay Municipal Utility District to improve water quality in the Project Area.

Plant and Animal Life. The majority of the Project Area is urbanized and provides little space where natural vegetation remains. A feature of the plant environment which is very apparent is the presence of various roadside trees, especially western sycamore and the introduced walnut. Their value for wildlife and shade has assumed importance due to the absence of large numbers of mature, native trees. Wildlife in the area is restricted to those species which are able to frequent cultivated and urban areas, as well as the annual grassland and riparian habitats.

2.3 Physical Blighting Conditions

The focus of this section is to identify the existing physical blighting conditions within the downtown area. The analysis first looks at substandard lots and then documents deficiencies in the city's infrastructure. Structural blight is then documented relating to existing land use, building conditions, community and cultural facilities.

Substandard Lot Survey. There is a strong relationship between lots of inadequate size or irregular shape and blighted areas. Often these lots remain vacant because of their difficulty to develop. Map 3 provides the location of all lots which are either inadequate in size or irregular in form or shape. A total of 129 lots, or 36% of the 357 parcels in the project area are substandard.

Water System. The water distribution system is inadequate and in need of replacement within the project area. Many of the waterlines in the downtown area are six inch cast iron and steel pipes. These lines in many cases run adjacent to sewer lines and present a potential health hazard. The majority of these lines are located in substandard alleys. The existing sizing and water pressure of these older lines also present a potential fire hazard situation due to their inadequate levels of water pressure. CDBG funds are being used to improve the system.

Sewage System. The existing sewer transmission system in the project area has several deficiencies. The present 10" vitrified clay pipe which runs along Spruce Street and Railroad Avenue was laid improperly and has low spots in the line. In addition, there is a deficient cast iron pipe along a portion of Dainty Avenue. Finally, a lift pump in the vicinity of Susan and Shirley Streets has become a maintenance problem.

Storm Drain System. The present drainage system is inadequate in many parts of the City due to age and obsolescence. This is especially the case in the central business district or downtown area, where the system relies on corrugated metal pipe which is in need of repair or replacement. Contributing to this situation is the lack of adequate curbs and gutters on many streets in the downtown.

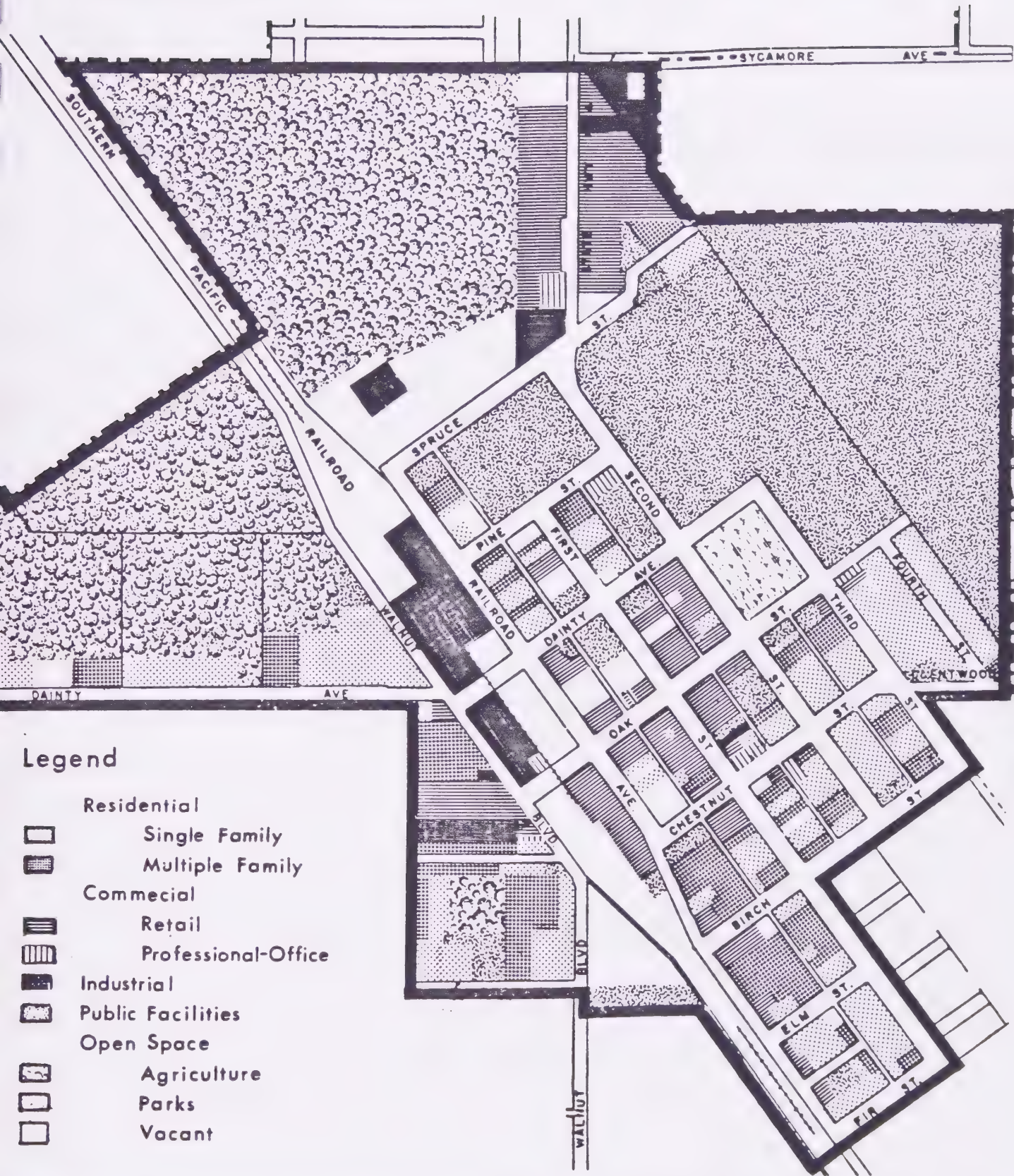
Street System. The existing street system in the downtown area is deficient in several important ways. Most of the alleys in the downtown lack paving and are substandard in character. Many downtown streets lack curbs, gutters or sidewalks and have not been developed to their ultimate right of ways. The Circulation Element's action program makes a recommendation to "Upgrade all existing inadequate roads by improving or constructing pavement, curbs, sidewalks and gutters". The central business district lacks a parking district and is in need of an organized parking plan. Finally, substandard parcels along Dainty Avenue pose a potential circulation problem because of inadequate width or length, due to faulty planning.

Existing Land Use. The Project Area includes the Central Business District (CBD) and a majority of the 125 businesses in the City of Brentwood. The City's downtown is well defined with the CBD located at the core of the community. Certain parts of the downtown are characterized by mixed commercial and residential uses. Several single family buildings have been recycled into commercial uses. much of the area is a mixture of uses, densities and buildings, characteristic of an older agricultural town which was built prior to the advent of modern zoning and land use regulations. Commercial development in recent years has moved northward along Highway 4. New commercial development has also recently begun to move west across the railroad tracks. The majority of the strip commercial development along Highway 4 is included within the Project Area's boundaries. Recent commercial development has become auto oriented. Adjacent to the CBD is the city park, community center, library, city hall and high school, all of which are also included within the Project Area. The Project Area contains 280 acres of land. (Refer to Map 2)

EXISTING LAND USE

Land Use Category	Acres	%
Residential		16%
Single Family	27.68	
Multi Family	15.01	
Mobile Homes	1.60	
Commercial		8%
Retail	19.79	
Office	1.84	
Institutional	59.86	21%
Industrial	8.37	3%
Agricultural	60.81	22%
Vacant	15.17	5%
Subtotal	210.13	
Right-Of-Way	69.87	25%
Total	280.00	100%

Building Condition. The most visible characteristic of blight is the physical deterioration of buildings in the Project Area. To document this physical blighting characteristic a building survey was performed. This survey identified 99 dwellings which were in a deteriorated condition, or over 26% the 379 Dwellings in the project area. An additional 103 dwellings were in need of major rehabilitation. The majority of these buildings are within older subdivisions and center in the downtown area. A number of agricultural, industrial and commercial structures exist throughout the area which result in a significant social and economic liability to the city. In the downtown area there are a large number of poorly maintained commercial buildings, and under utilized or vacant lots which portray a generally unfavorable impression of the downtown.



Community Facilities and Cultural Resources. The Central City Area contains the majority of public facilities. These include: an elementary school; the high school; the civic center complex with the city hall, police facilities, community center, and library; fire facilities; and a city park. The condition, and the level of services provided by these public facilities have a significant effect on the image and livability of the Central City Area. The extent of economic and residential development projected within the project area would have significant impacts on community services and facilities.

The preservation of historical resources promotes a better understanding of one's relationship to the past, the present and the future. Based on a study of historical and archival information, and in collaboration with the historical subcommittee of the Brentwood Now! Committee, a number of historic sites were identified. (Refer to Map 3).

2.4 Human Environment.

The discussion dealing with the human environment deals with the city's population, social and housing characteristics, and economic conditions in the planning area.

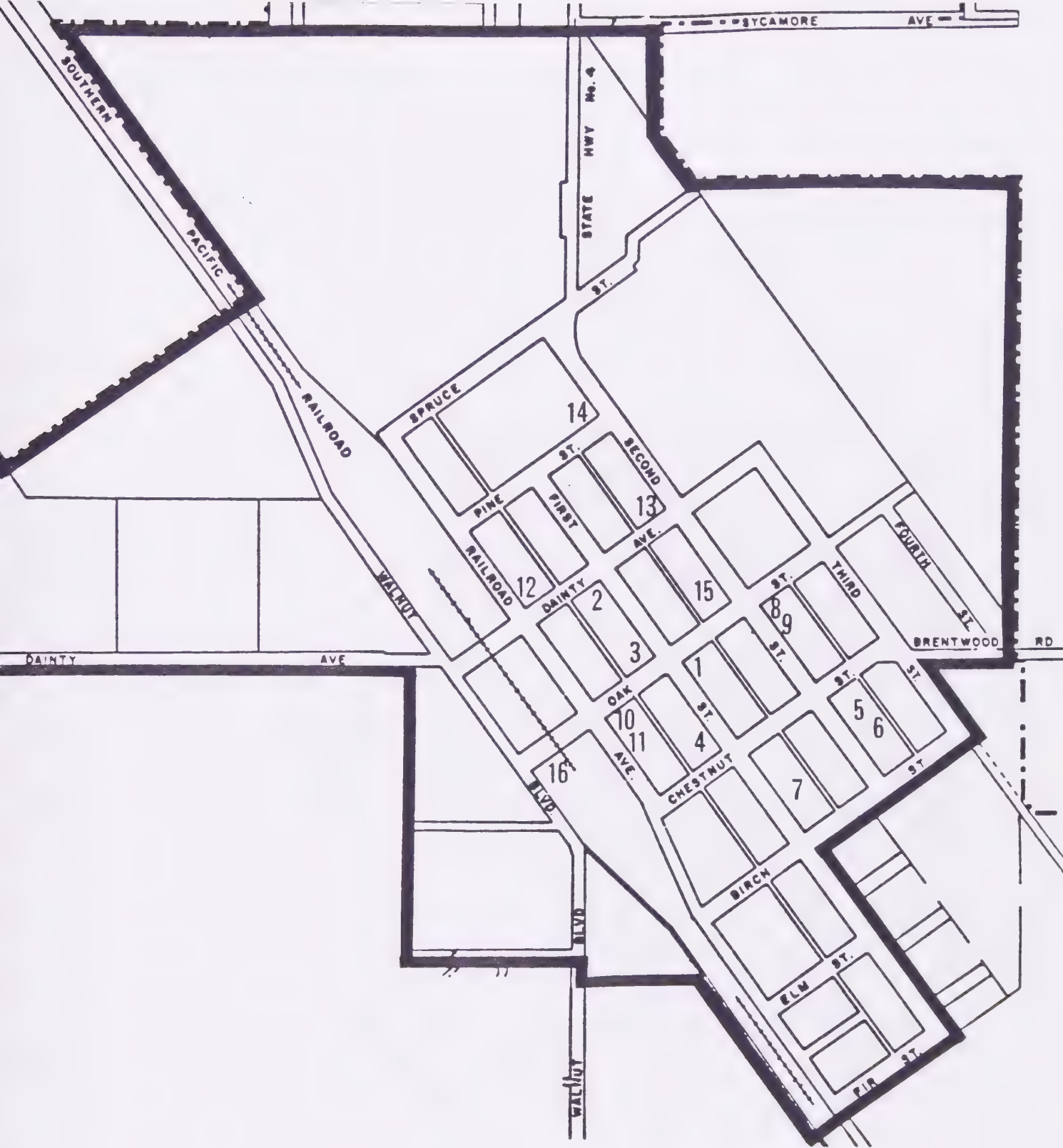
Population. The 1980 Federal Census has determined a population for the city of 4,434 people. An estimated 1,009 people (23% of the city's population) reside in the project area.

Population Growth 1950-1982

Date	Population	Dwelling Units
04-01-50	1,729	575
04-01-60	2,186	731
04-01-70	2,649	889
04-01-80	4,434	1,597
01-01-81	4,519 (Est.)	N.A.
01-01-82	4,678 (Est.)	N.A.

Social Characteristics. The most important conclusion that can be drawn from the 1980 census information is that over 44% of the population is under 18 or over 65 years of age. These population segments are often called dependent populations since the overwhelming majority of this population group are retired, or in school and demand a higher percent of community resources.

Housing. There were 1,532 occupied housing units in the city in 1980. There were only 64 vacant units -or a 4% vacancy rate. There were 568 occupied rental units in the city in 1980, or 37% of the total housing units in the city. Average household size was 2.88 for the city in contrast to 2.69 for the county. The Median value of housing in 1980 was \$63,700. Median rent in 1980 was \$154, with a large number of renters in the \$50 to \$100 range. In 1970 over 110 units built in 1939, or earlier, were inhabited by persons of Spanish Surname.



City of Brentwood

Historic Sites



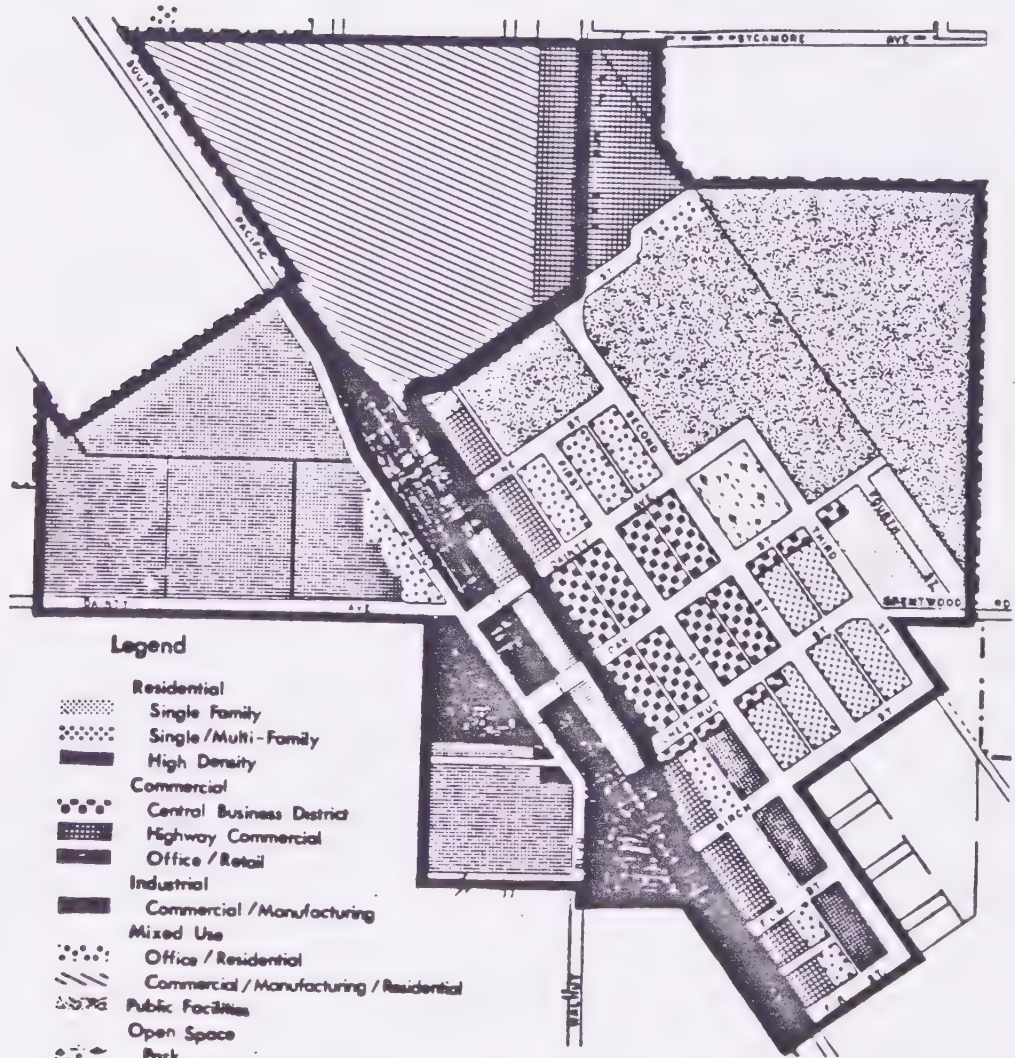
Map No. 3

Housing Unit Information 1980

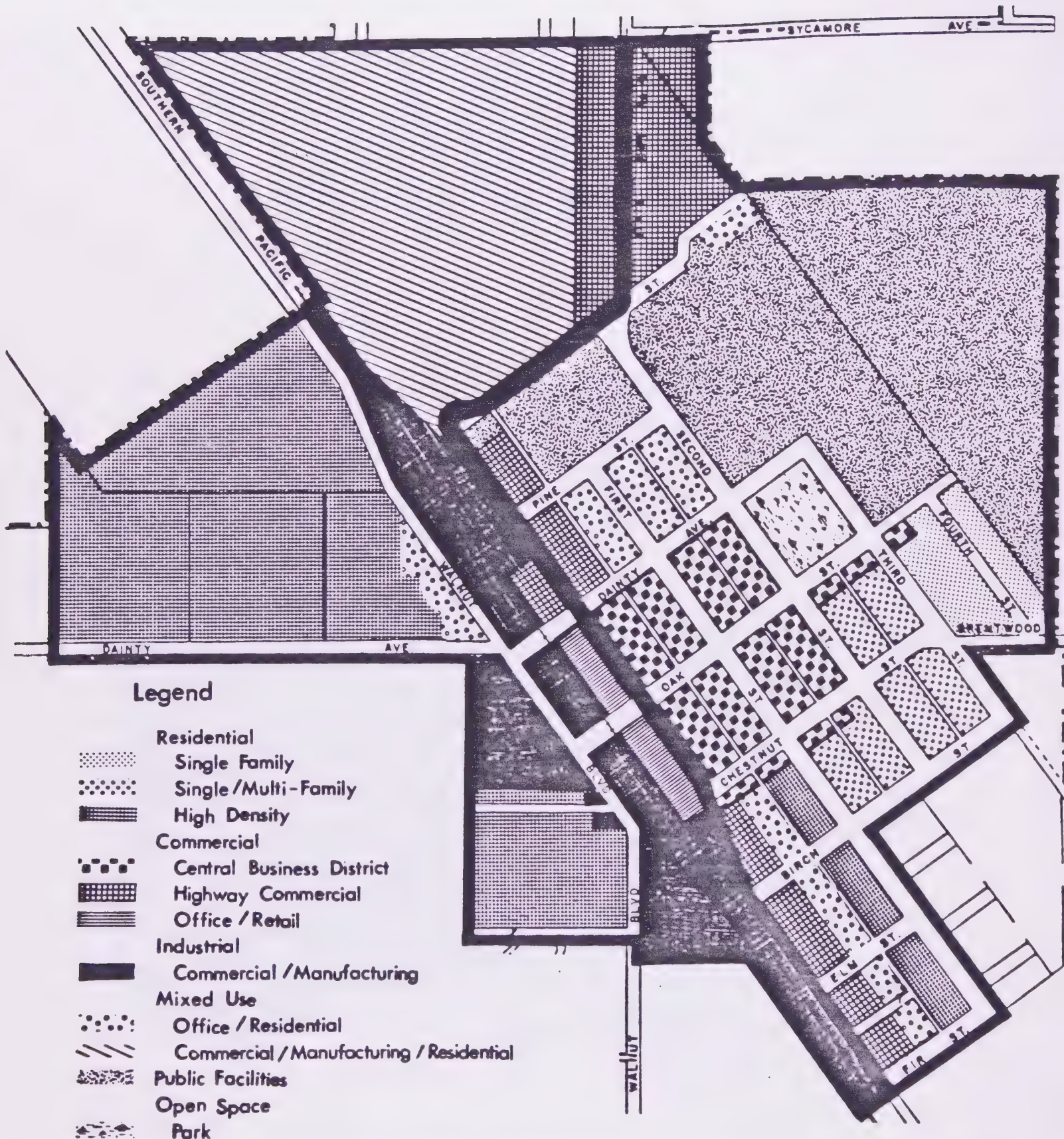
Housing Type	Total Units
Single Family	1,180
Multi-Family 2-9	123
Multi-Family 10+	128
Mobile Homes	165
Total	1,596

Economic Conditions. Economic Blight has caused the overall deterioration of the downtown area to a point that private capital is not willing to invest in the area without the redevelopment process. "Retail sales in Brentwood have declined between 1975 and 1980, although the city's population grew at a rate two-thirds faster than that of Contra Costa County. In 1975 and 1977, per capita sales in Brentwood exceeded those in the County, but by 1980 County per capita sales climbed to \$4,754 while the Brentwood figure dropped to \$3,817." "Total employment in 1975, was 1,345 and ABAG estimated a minimal growth to 1,358 jobs by 1980. The ratio of jobs to houses in Brentwood was 1:1 in 1975; by 1980 however, the number of housing units had grown to about 1,600, nearly 20% over the number of homes in 1975 -while job growth was projected at only 1%. Development proposals currently under consideration in the City's planning process involve nearly a 10:1 imbalance between housing and jobs." (Source: Redevelopment EIR). Such a trend suggests that Brentwood is evolving into a commuter suburb serving employment centers in the East Bay. The 4-block Central Business District contains approximately one-third of the city's retail and service businesses. Economic deterioration in the Downtown area was documented as early as 1968 in the Downtown General plan which stated "It is obvious that new and vital economic growth has taken place in the past two years, primarily north of Brentwood along Highway 4. Several business establishments moved out of Downtown Brentwood and re-located in the new shopping center." Over 10 businesses have either closed or relocated out of the Central Business District in the last five years according to the planning department.

Conceptual Plan



Future Land Use



City of Brentwood Future Land Use



Map No.4

3.0 Conceptual Plan

The purpose of the conceptual plan is to provide a structure for future development within the redevelopment project area. No one can say for certain what Brentwood will be like in 25 years, the time span the Redevelopment Plan will be in effect. What this conceptual plan does provide is the direction in which the city can move in the future. Out of necessity, these planning concepts must be flexible and yet provide the basis for making future decisions. This conceptual plan provides "future Land Use" for the project area and identifies what resources should be allocated for two "Target Areas". These target areas provide the basis for initial redevelopment efforts in the city. The Project Area has been divided into a number of "Action Areas" based on area dynamics, blighting conditions and available city resources. The conceptual plan through the use of these action areas has identified priorities for future decisions by the city. The plan also proposes a number of Planning Concepts to guide future redevelopment efforts.

3.1 Future Land Use

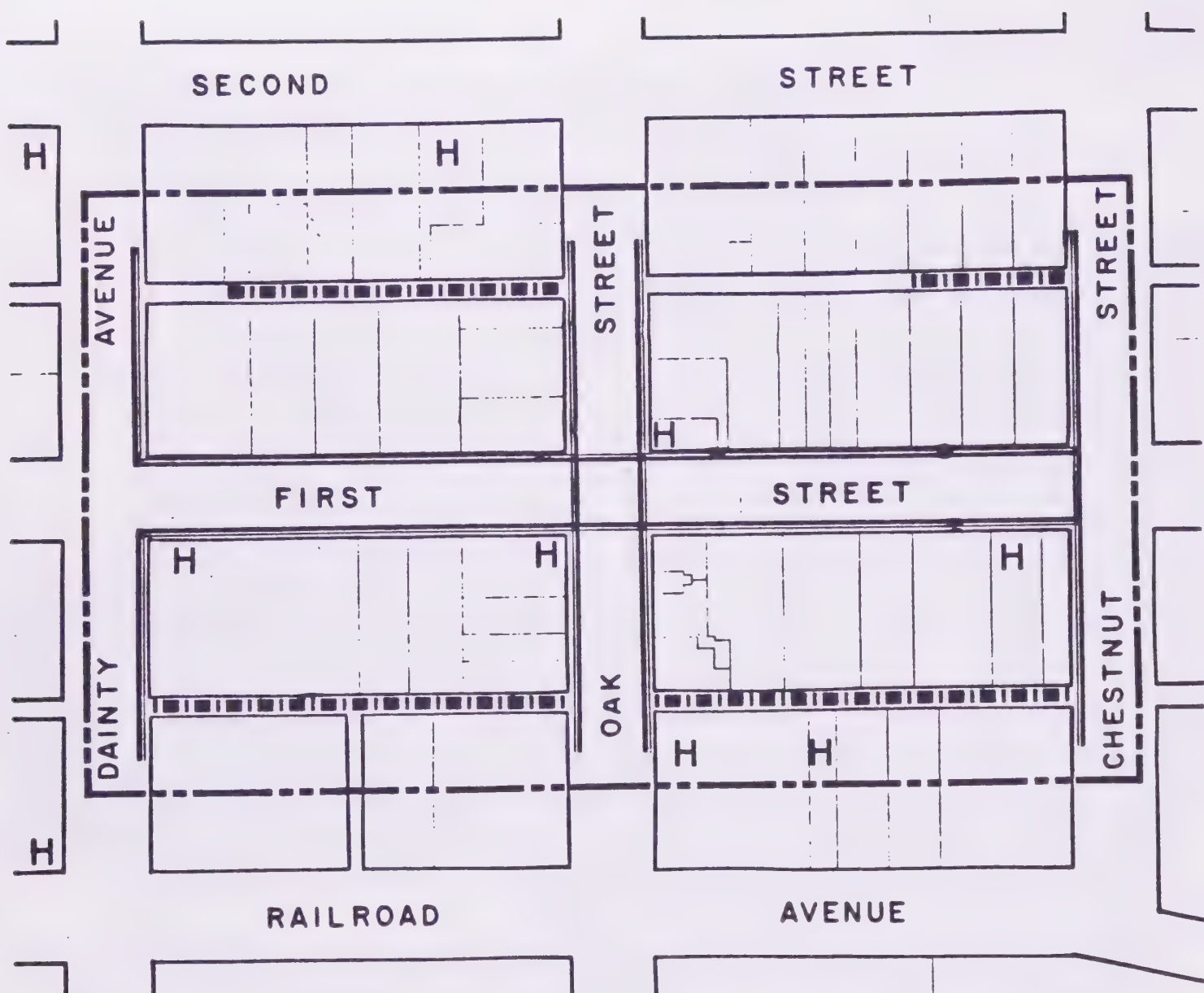
The city's Redevelopment Plan proposes a number of generalized land use categories for the Redevelopment Project area. These land use categories conform to the city's adopted General Plan. The following land use categories provide a conceptual frame work for carrying out the orderly development of the Redevelopment Project area. (Map# 4, Future Land Use).

Single Family Residential. The Single Family category provides for stable single family residential areas within a neighborhood orientation. This category is intended to create and preserve areas for single family living in desirable residential environments.

Single Family Multi-family Residential. The Single Family Multi-family category has been developed to provide a residential environment with a range of residential uses from low density single family to medium density multi-family housing arranged in an appropriate neighborhood setting.

High Density Residential. This residential category is proposed for more intense multi-family uses. This category would provide a wide range of residential housing from single family to high density housing.

Central Business District. The Central business District has been developed to promote the development of the Brentwood downtown area as a regional center for business, cultural and recreational activities. This land use category will provide a core area for business and commercial uses in the downtown. This area should be concentrated into a district for better accessibility to local residents as well as visitors to the city. Private redevelopment should be encouraged by streamlining the development process.



Legend

- Target Area Boundary
- Street System
- Sidewalks
- Water System
- Sewer System
- Storm Drain System
- H Historic Site
- Street Scape

City of Brentwood

Downtown Target Area
Deficiencies



Map No. 5

Highway Commercial. The Highway commercial district has been developed to provide a land use category along State Highway 4 which will serve the needs of motorists passing through the city. Highway 4 will be developed to provide limited access to adjacent land uses to encourage the even flow of traffic through the city. Off street parking, left turn lanes and landscaped medians will give the area a highway oriented landscape.

Office/Retail. This commercial land use would permit a limited amount of retail or personal service uses not normally allowed in office zones. The proposed use would allow ground floor commercial with upper floor offices in the downtown or small scale commercial service for workers in major office complexes.

Office/Residential. This mixture of uses may be separate buildings on one site or separate areas in a building such as ground floor offices with apartments above. Densities may be within any of the residential densities contained within the General Plan.

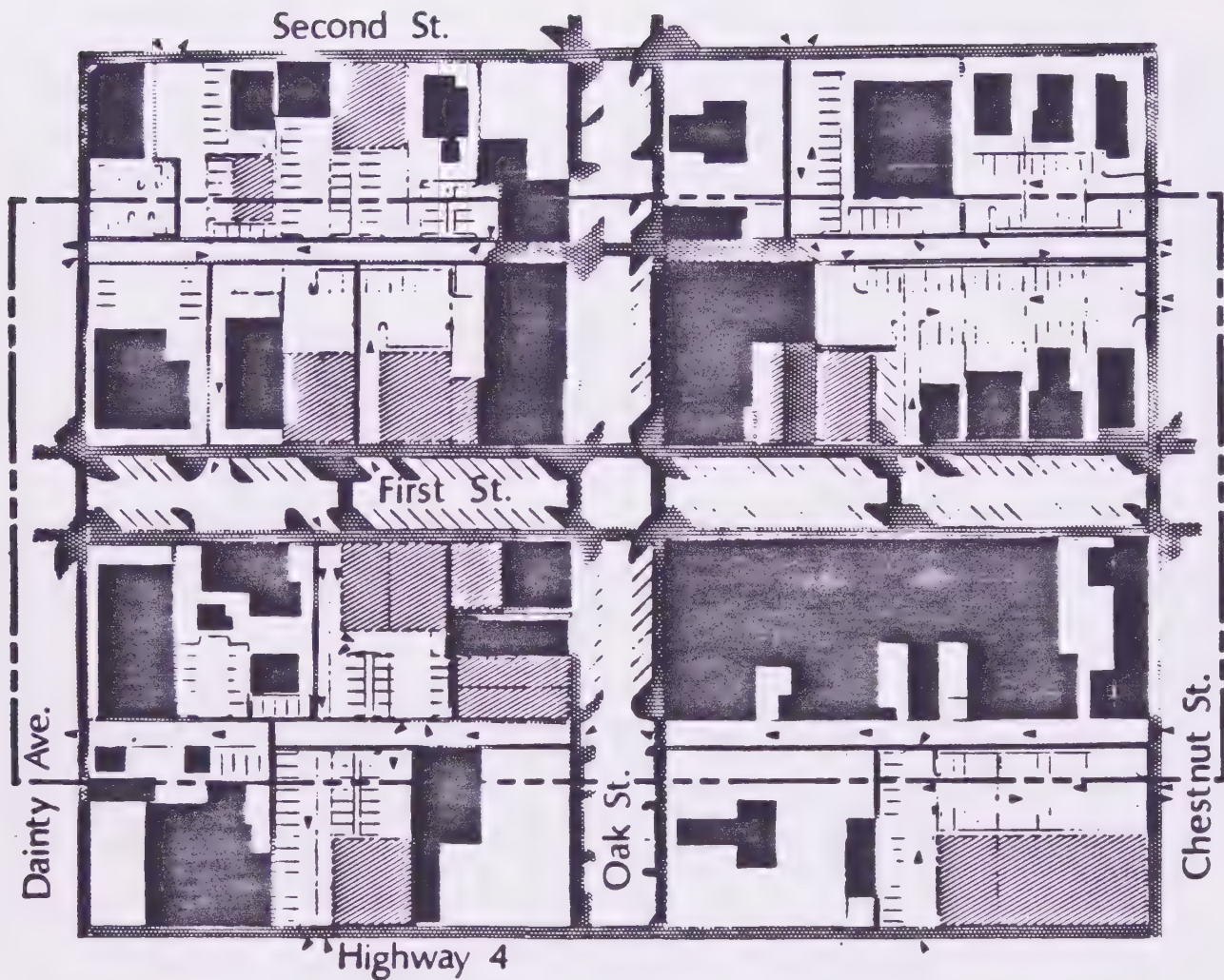
Commercial/Manufacturing. This mix would occur where development takes place on individual lots in locations adjacent to downtown, allowing miscellaneous industrial uses and business services not involving frequent public use. The purpose of this category is to provide for the location of a mixture of commercial and industrial uses in a planned development in close proximity to the central city and adjacent to major highway and rail transit.

Commercial/Manufacturing/Residential. The purpose of this group is to provide locations for a combination of industrial parks, businesses, and research parks, large individual corporate establishments, professional and administrative office complexes and selected commercial activities as the primary land use. In conjunction with this primary use, higher density residential uses would be encouraged to support the housing needs of the employees and businesses in the planned employment center. Such mixed uses would be developed under a master plan and a special use permit process to insure that the use is in every way compatible with the general area and is consistent with the General Plan.

3.2 Target Areas

Two "Target Areas" have been identified which will be the initial focus for redevelopment efforts in the project area.

Downtown Target Area. The "Downtown Target Area" includes the four blocks running along the intersection of First and Oak streets. Additional blocks along Second and Railroad Avenue will be included within the target area once the realignment of Highway 4 takes place. The "Downtown Target Area" is the historic commercial heart of the City. This area provides a centralized location which is both convenient and identifiable to City residents and travelers along Highway 4. It provides the ideal location to begin redevelopment efforts within the City. Improvements to this four block target area can have significant benefits not only to downtown merchants but to the entire City. (See Map 5).



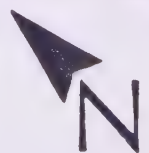
Legend

-  Existing Building
-  Future Building Site
-  Pedestrian Areas

City of Brentwood

Downtown Target Area

Conceptual Plan



Map No. 6

By focusing City resources in this target area the positive aspects of redevelopment activities can become apparent very quickly. Surrounding deteriorated areas would become more attractive for private redevelopment. This core area can act as an anchor for future redevelopment efforts. A preliminary conceptual plan for the downtown target area has been prepared as a starting point for redevelopment of the CBD. This site plan is detailed in Map# 6. The following planning concepts have also been developed as the first step in redeveloping this area.

Planning Concepts

- 1. Redesign First and Second Streets.** Redesign of City streets can provide a new image to downtown. People observe the City as they move along its streets. These streets can provide gateways to the downtown and heighten the image of the CBD. First Street between Dainty Avenue and Oak Street could be the starting point for redesigning the downtown. This block contains a number of vacant parcels and the streets and sidewalks are in need of repair. Improvements could be made to this street prior to the realignment of Highway 4. A major purpose of redesigning the streets, intersections, and sidewalks in the CBD is to encourage people to stop and shop in the downtown. To accomplish this objective key intersections should be redesigned to provide well defined pedestrian crosswalks and allow for diagonal parking. Landscaped traffic constrictors at designated intersections and at mid-blocks should be constructed to slow automobile traffic, provide safer pedestrian areas, and encourage people to park their cars and shop.

Figures 7 and 8 provide an example of what the intersection of First and Oak Streets might look like once it was redesigned. This design concept designates selected intersections to act as gateways which define the CBD and control automobile movements. New street signs and tree plantings can also emphasize these intersections as specific gateways to the CBD.

- 2. Pedestrian Ways Can Link Downtown Activities Together.** Pedestrian ways can link the City Hall, Community Center, Park, and other downtown activities together in a viable pattern. Landscaped pedestrian ways help identify a sense of place and make a more significant and impressive street scene and community image. The use of meandering sidewalks provide good locations for small conversation areas, and provides locations for clustering street furniture. At selected mid-blocks, crosswalks should be developed with textured paving, street furniture, and landscape treatment to tie land use and transportation modes together with well located pedestrian paths which provide pleasant areas to sit, stroll, and window shop.

Figure 9 provides an example of what a pedestrian way could look like along First Street between Oak and Chestnut Streets. This design concept provides a pedestrian link between adjacent parking lots and commercial uses along First Street.



FIGURE 7 BRENTWOOD BANK



FIGURE 8 BRENTWOOD PHARMACY

Midblocks would also control traffic flows to insure safe pedestrian and parking movements. These areas could provide pedestrians with a place to stop and sit.

3. **Street Furniture Should Reinforce the Old Town Theme of Brentwood.** Street furniture should be used to provide continuity to the CBD's image. Street furniture whenever possible, should be constructed of nature materials such as cast iron, wood, or brick. Planters, benches and litter receptacles should be clustered in convenient pedestrian oriented locations at corners or adjacent to parking or public transit areas.

Figure 10 provides an example of specific types of street furniture which would reinforce the historic nature of the city's downtown.

4. **Trees and Landscape Treatments can Unify the Downtown Area.** A coordinated landscape can provide continuity to a street scape. The use of trees can provide building scale and identify destination points such as entrances and exits. Landscaping can provide shade and a sense of human scale. The City should systematically plan for the beautification of the downtown areas.
5. **Use of Older Buildings as Unifying Theme.** Many of the existing buildings in the downtown area were built between 1890 and the 1930's. These older structures provide a major architectural opportunity in renovating the CBD. Systematic improvements to these buildings can act as a unifying element to encourage private redevelopment. Architectural enhancement of this area can be accomplished through:
 - Uniform facade treatment of older as well as newer structures in the CBD.
 - Require front faacades of buildings to be at a uniform setback.
 - A common sign band, or similiar sign design should be incorporated in the CBD as a unifying element.
 - Canopys, and similiar architectural treatments should conform to the uniform architectural theme of downtown.
 - Owners of buildings which are in need of renovation should have the option of the City condemning the front facades and providing the owners with reimbursement costs as a method of insuring similiar new building facades.
 - The city should provide architectural/color design services to downtown merchants as a method of encouraging renovation.
6. **Historic Structures Should be Identified.** Individual historic buildings should have a historic plaque and pictures providing local color. These placards should discuss the historic significance of the building. Signs and historic discussions along sidewalks could also be provided. Unified exteriors, street furniture and commercial signs would do much in carrying out this historic theme.



FIGURE 9 MID BLOCK PEDESTRIAN AREAS



FIGURE 10 STREET FURNITURE

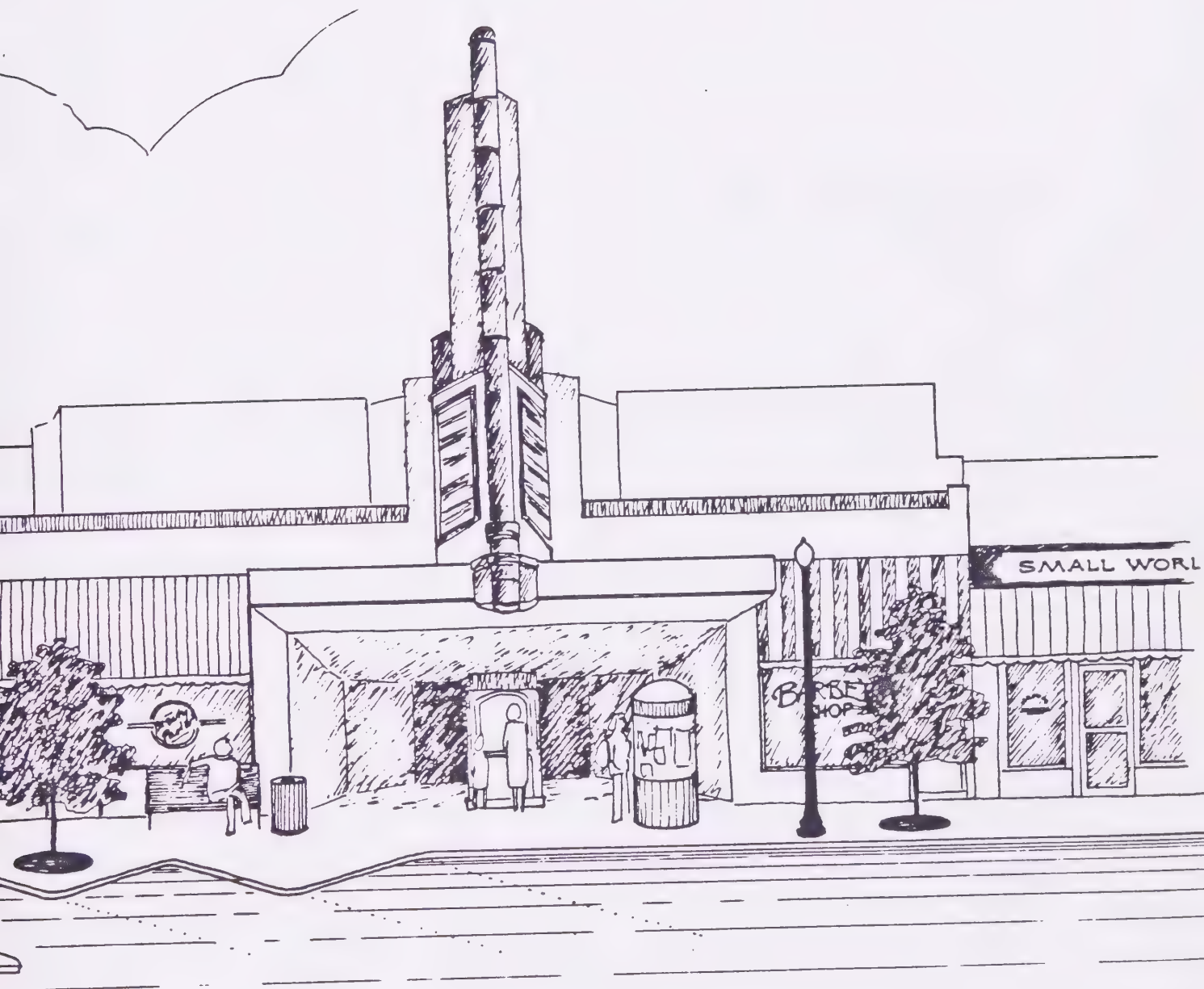


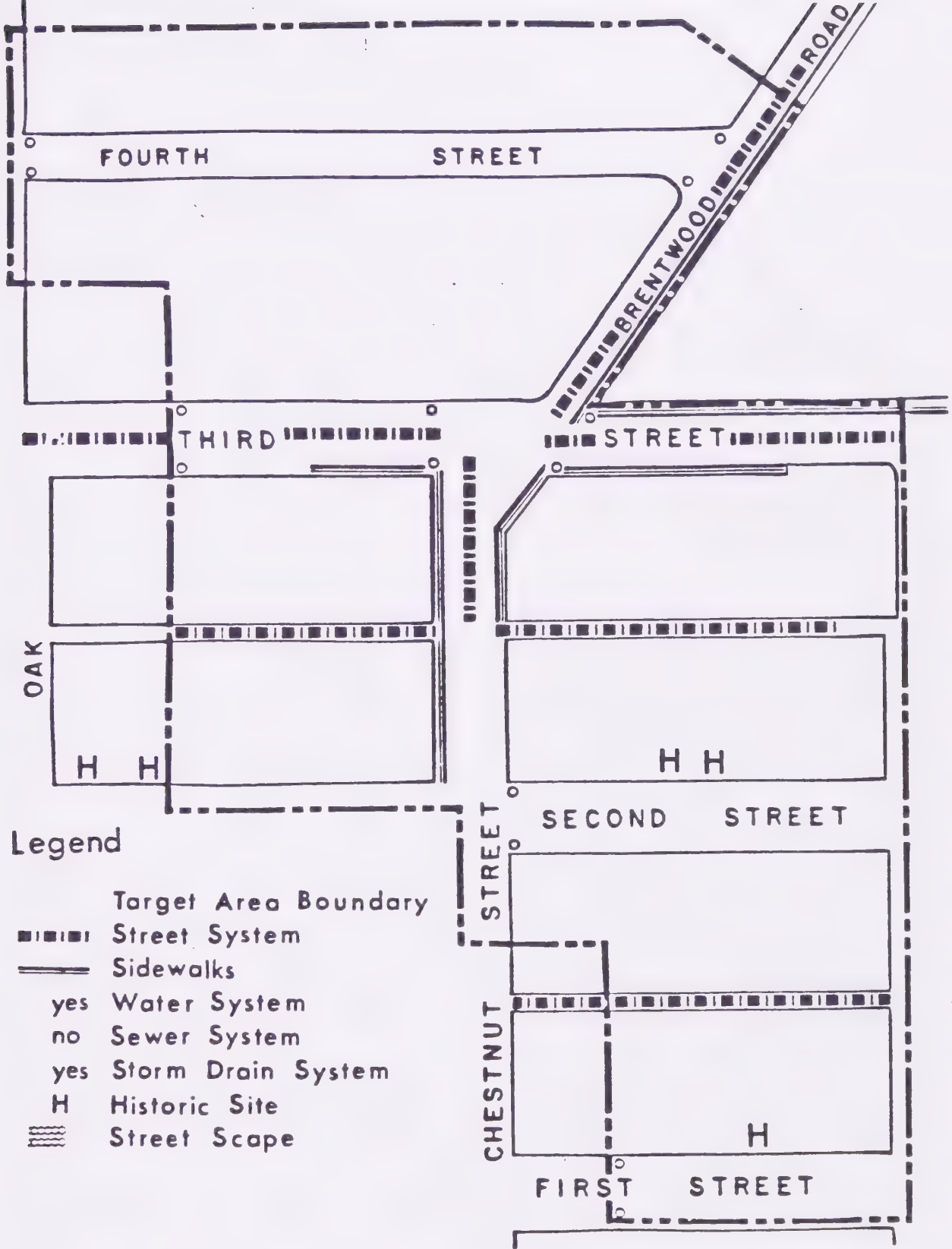
FIGURE 11 LOCAL THEATRE

7. **Use of Alleys as Small Pedestrian Plazas.** Partial Closing of alleys opening onto Oak Street within the core blocks of downtown should be studied. These areas could be developed as small plazas and provide unrestricted pedestrian access to Oak Street from convenient parking in the rear of buildings.
8. **Unified Design Criteria Will Provide a Common Goal for Future Redevelopment Efforts.** To insure that buildings in the downtown area blend with a uniform architectural theme, design criteria should be adopted requiring:
 - New development in the CBD should conform to the architectural style and character of the downtown and buildings of that era.
 - Exterior colors and materials, should blend with the overall character and homogenous appearance of the downtown while permitting reasonable variation.
 - The location of windows, doors and other architectural elements relating to exterior facades should follow the downtown theme.
 - Generally, colors should be limited to a basic color range relating to the architectural theme (earth tones).
 - Bright, vivid colors should be avoided. The choice of color should be guided by one overriding criterion -harmony with the immediate environment.

Neighborhood Target Area. The "Neighborhood Target Area" is a eight block area located between First and Fourth and Oak and Birch Streets. These neighborhoods are becoming transitional. Housing maintenance is being deferred and a number of houses are in need of rehabilitation. Several blocks exhibit spot blighting and there is a need for capital improvements. This area has been chosen as one of the initial target areas because of its close physical proximity to the Central Business District, and the fact that the area can become stablized with relatively low levels of public expenditures. Once improvements to this target area are completed the neighborhood target area can be expanded toward Railroad Avenue and coordinated with the future improvement of Highway 4. Map# 12, discribes the neighborhood target area deficiencies.

Planning Concepts

1. **Maintain Existing Single-Family Housing.** Housing along 4th street provides a stable single-family area. This two block area should continue to be maintained as a single family neighborhood. More intense residential or commercial uses would have a detrimental effect on this neighborhood. To discourage through traffic "street scapes" should be developed on the corners of Oak Street and Brentwood Road. Public improvements to Brentwood Road and improvements to the storm drain system should also be completed. Several houses on this block are in need of maintenance and should have a high priority in the city's housing rehabilitation program.



City of Brentwood

Neighborhood Target Area
Deficiencies



Map No. 12

2. Revitalize Transitional Residential Neighborhoods. The six block area running along Third, Second and First Streets is a mixture of residential uses including: single-family, duplexes, and apartments. The intrusion of commercial uses and the large number of structures in need of rehabilitation, along with the deterioration of public improvements are major problems facing this area. The area should continue to be characterized as single family neighborhoods with low density multi-family uses interspersed within individual blocks. Street fronts should be characteristic of single family neighborhoods with predominantly one story structures and occasional second story buildings.

-No new commercial or more intense uses should be permitted in these residential areas.

-The misalignment of Third and Chestnut Street's along with the intrusion of through traffic on Third Street is a problem which will increase in the future as new development takes place in the eastern part of town. To discourage through traffic on residential streets "Street Scapes" should be constructed on Brentwood Road at the intersections of Third, Second, and First Streets.

-To reinforce the residential identity of those blocks which have existing commercial uses, parking orientation should provide a transition. In front of commercial uses parking should be diagonal to the street. At the beginning of the residential portion of the block a "street scape" should be constructed and parking should become parallel to the street.

-Spot rehabilitation and the possible removal of several blighted dwellings will be required to insure the continued stability of these residential neighborhoods. This area should have a high priority on the City's Housing Rehabilitation Program.

-The City should work with the owners and residents of these properties through self-help programs, grants and low interest loans. Housing which must be removed should be replaced on a one-to-one basis in the area.

-Significant public expenditures will be required, including capital improvements for: streets; sidewalks; curbs and gutters; alleys; and storm drains.

-This area would be an excellent location for senior citizen housing.

3.3 Action Areas

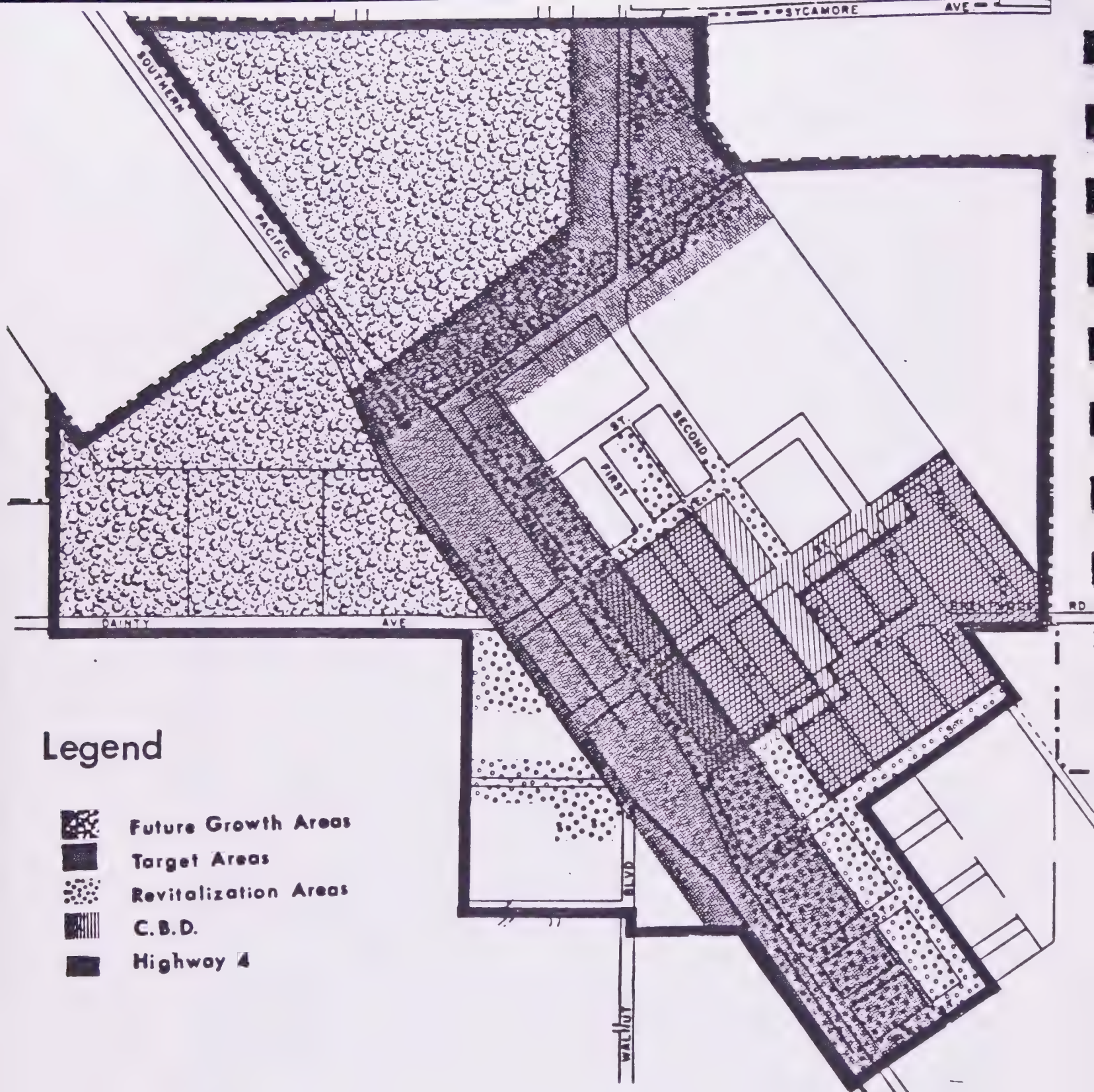
A number of "Action Areas" have been identified in the Redevelopment Project Area" (Map# 13, Action Areas). These action areas will provide the basis for future redevelopment efforts in the City. The location of each of these areas is based on area dynamics, blighting conditions, and available City resources. These action areas have been developed to provide the City with a planning tool which recognizes the special problems and potentials individual geographic areas have within the larger project area. Each action area can provide a special focus for the unique solutions which will be required in addressing blight.

Central Business District. The Central Business District is the core action area in the Redevelopment Project area. This area is the key focal point of the City. There are four major planning avenues which should be pursued to redevelop the downtown areas of Brentwood. These include: circulation, land uses, economic activities and design.




Circulation provides the avenues which people first view the City. They establish the location and extent of land uses and are the most permanent aspect of a city. Brentwood has a great opportunity in planning for the relocation of Highway 4 in the downtown. The relocation of Highway 4 can either provide a exciting entrance and new identity for the City's downtown, or act as a tunnel allowing motorists to pass through Brentwood without being aware of what the City has to offer.

Downtown land uses provide the basis for commercial activities. The most successful downtown's contain a diverse range of commercial services which are both compatible and in many instances, support one another by offering a variety of shopping experiences. For a business to be successful it must offer a needed service to the community, be well located, have good management and perhaps most important, offer a positive experience to the customer. The redevelopment efforts which are proposed can make the city's downtown a place which offers businesses and shoppers many of these qualities. Brentwood's downtown offers businesses a centrally located district, with vacant lands available for development. The CBD is well located to governmental activities and the city park and community center attract community residents looking for recreational activities. Many of the town's residents are within an easy walk or a few minutes driving time to downtown. These opportunities provide the basis for a viable commercial district in the City's CBD.

In sharp contrast to these strengths, the City at present does not offer a pleasant environment for potential customers or new businesses. Traffic congestion and the accompanying wall of noise and pollutants which bisect the city along Oak and Second Streets acts as a barrier to the future growth and viability of downtown. The downtown is not a pleasant place to walk or shop. Many of the buildings are not well maintained, there are a number of vacant lots and the streets, sidewalks and alley ways are deteriorated.



Legend

-  Future Growth Areas
-  Target Areas
-  Revitalization Areas
-  C.B.D.
-  Highway 4

City of Brentwood

Action Areas



Map No. 13

The overall view of downtown is one of a marginal commercial area with little to offer a potential customer. At present, the downtown has an image of a place where nothing is happening!

The City needs to draw a new image for downtown. Existing downtown merchants property owners and the City must begin the job of rebuilding a new and exciting downtown. Streets and sidewalks can be renovated. Parking areas can be developed and pedestrian ways can be built which connect parking with downtown businesses. The City can make the downtown more visually pleasing through landscaping, and providing programs for merchants to revitalize their buildings. The downtown can come back into focus.

Planning Concepts

- 1. Improve the Downtown Circulation System.** Traffic in the CBD is affected by poorly designed intersections and limited access in certain areas. Major street improvements are needed for the downtown street system. These improvements will need to be coordinated with the realignment of Highway 4 and other public works projects proposed for the area.
- 2. Provide Safe Convenient Parking in the Downtown.** The need to provide safe convenient parking in the downtown will require several different types of parking. To carry out the following proposals the city should establish a downtown parking district. More parking for short term shoppers will be needed in the future. This parking can be provided in the future by additional diagonal parking, especially along Oak and Second Streets once Highway 4 is re-aligned. Additional parking should be provided in the back of the buildings. This parking would serve local shoppers who require more time for shopping, employees and deliveries to commercial establishments and other motorists in need of parking for longer time periods.
- 3. The Central Business District Should be Developed to Reinforce its Commercial Service Orientation.**
- 4. Support and Improve the Economic activities in the Central Business District.** The major focus of the redevelopment process is to revitalize the city's downtown. This can be accomplished only through the joint efforts of the public and private sectors. It is essential that the City take immediate steps to improve the marketability of land in the downtown by providing a full program of capital improvements and expansion of municipal services to fit the requirements of new businesses. Public and private investment should be focused on the households surrounding the downtown area to increase the purchasing power of these residents.

-Identify any "leakage" of income outside of the community spent on: food, housing, transportation, clothing, personal care, medical care and other consumables.

Also study the possibilities of capturing additional income from residents outside the community such as travelers on Highway 4, and tourists to the region.

- Work with the business community in efforts to publicize the benefits of locating a business in the downtown. Develop new sources of capital for existing businesses to expand and new business to begin.

- Encourage the introduction of an "anchor" retail use which might include one or more of the following: specialty retail, restaurant, oldtown, farmers market, or possibly historic shops.

5. **Prepare a Design Plan to Promote the Revitalization of Downtown.** A conceptual site plan has been developed in Map# 6 and provides the basic elements for redeveloping the downtown.

State Highway 4. Highway 4 provides the city's main east-west link with the region. This highway connects Brentwood with Stockton and the San Joaquin Valley to the east, and the San Francisco Bay Area to the west. The Highway and the Southern Pacific railroad provide regional access to Brentwood, but also bisect the city and interferes with the free flow of local traffic during peak commute times. The mixing of local, regional and heavy truck traffic in the downtown has severely impacted the rural small town atmosphere of the city. Noise, congestion and limitations on local traffic and pedestrian access have forced the city to adopt a policy to realign Highway 4 to bypass the downtown area. The future realignment of Highway 4 will follow Railroad Avenue north to Spruce Street, then east to Second Street. The objective of this realignment is to improve traffic flows for regional traffic while allowing local traffic better access to the C.B.D..

Planning Concepts

1. **Re-alignment of Highway 4.** The future re-alignment of Highway 4 provides a unique planning opportunity for encouraging private redevelopment of the properties in the Highway 4 corridor. In this corridor, a Highway Commercial District has been proposed to serve the needs of motorists passing through the city.
2. **Develop Highway 4 as a Limited Access Highway.** To assure the continuous flow of traffic, the realignment of Highway 4 should be designed as a limited access highway by providing:
 - 2 Lanes of traffic in each direction.
 - Left turn lanes and medians.
 - Limited parking lane/or bike way.
 - limited access to abutting property and curb cut policy.
 - Controlled access from adjacent streets.
 - Signalization of Oak Street.
 - Low maintenance landscaping.
 - Master sign program.
 - Study the elimination of the Dainty Ave. railroad crossing.

3. Use Highway 4 as a visual Gateway to the City.
4. Encourage Highway Travelers to Stop and Shop Several satellite parking lots should be developed along the realignment of the highway. A directory of businesses and community services should be conveniently located in each parking lot.
5. Provide a Highway Commercial District to Serve Traveler's.
6. Take Advantage of Historic Buidings as a Stopping Place for Tourists.

Future Revitalization Areas. Scattered throughout the project area are a number of properties which are blighted or in need of major rehabilitation. These blighted areas are often older buildings on undersized lots served by a deteriorating city infrastructure. To revitalize all of the areas within the city at one time is beyond the existing re-sources of the city or business community. These smaller pockets of blight have been identified for future redevelopment efforts when additional resources become available and the initial redevelopment target areas are expanded. This area has the highest priority for programs for housing rehabilitation and improvements to the City infrastructure outside of the target areas.

Planning Concepts

1. Encourage Private Redevelopment by Systematically Improving Blighted Areas.
2. Maintain Housing in Close Proximity to the Downtown.
3. Public Improvements Should be made to Existing Neighborhoods.
4. Provide a Mixed Office/Residential District to Encourage Reinvestment.
5. Historic Overlay District Should be Developed.
6. Utilize and Maintain Vacant Lots.

Future Growth Areas. The areas designated for "Future Growth" provide the best opportunity for private redevelopment within the project area. The majority of the land in this area has not been subdivided and is well located to the Central Business District. The future relocation of Highway 4 will also benefit the area by providing excellant access. To take advantage of the location and dynamics of this area three Future Land Uses have been designated. A High Density Residential Use is proposed adjacent to the existing residential uses along Dainty Avenue. This use is compatible with existing residential uses in the vicinity and will encourage the private redevelopment of blighted areas along Dainty Avenue by encouraging more intense residential uses. A mixed use concept has been designated for a small area along Dainty Avenue and Walnut Blvd..

This area will provide a transition area of Office/Residential Uses supporting the commercial uses in the surrounding downtown areas. The third land use proposed for the growth area is a mixed use for Commercial, Manufacturing and Residential activities. This category has been developed to provide the widest flexibility of any future land use in the Redevelopment Project area.

Planning Concepts

- 1. Future Areas of Growth Must be Supportive of the Existing City Fabric.** Revitalizing the older parts of town is not enough; new places to live, work and shop must be provided. Economic growth directly attacks a root cause of blight -stagnation. However growth in and of itself is not enough. New development must support the existing City fabric.
- 2. Tie the Proposed New Community Shopping Center to Downtown Redevelopment.**
- 3. Provide New Homes Adjacent to Downtown**
- 4. Increase the Economic Base of the Project Area.** The possibility of a commercial/manufacturing park in the project area can bring with it new jobs and a more diverse economic base than presently exists.

Planning Strategy



4.0 Planning Strategy

The purpose of this section is to provide a plan of action for the Redevelopment Project Area.

4.1 Timing and Resources

Blighting conditions within the project area have taken many years to develop. Reversing this process will take time and a significant commitment of public resources. This strategy is proposed for an initial five year time frame. This initial five years should provide adequate time for the demonstration project areas to become visually successful and free of blight.

Between \$200,000 and \$435,000 could be generated through tax increment monies during this initial five year planning period. These monies alone will be insufficient to carry out all of the needed projects in the target areas. Existing CDEG funds allocated for city improvements and housing rehabilitation programs can supplement tax increment funds.

STRATEGY 1: A NEED FOR IMMEDIATE ACTION.

- 1. Citizen Participation Program.** Develop an initial mailing of a summary of the Brentwood Downtown Planning Strategy to all affected residents and downtown Merchants. Divide the Project Area Committee into working committees for each target area.
- 2. Develop a Capital Improvements Program.** Direct City staff to prepare a proposal for a 5 year Capital Improvements Program which identify's the cost, priority of development and funding sources for projects in the redevelopment project area, emphasizing the two target areas. Once this proposal has been completed the City should hold meetings with PAC in the target areas and community to allow citizens input in what priorities specific capital improvement projects should have. Based on this community input, develop a first year Capital Improvements Program.
- 3. Begin the Community Design program.** Direct City staff to meet with PAC and affected residents to finalize:
 - a. Target area design concepts.
 - b. Develop a proposal for a streamlined design review process.
 - c. Develop a proposal for a downtown site plan, design elements, and needed capital improvements.
- 4. Prepare a 5 Year Housing Rehabilitation Program.** Direct City staff to prepare a 5 Year Housing Rehabilitation Program with a first year action plan and objectives.

5. **Develop a Program Administration Plan** to coordinate redevelopment activities. Careful monitoring of the redevelopment process is needed to accomplish the activities which are being proposed. A Program Administration Plan would establish a monitoring process to develop an annual budget and for achieving annual objectives for the programs which are proposed.

STRATEGY 2: PREPARE A 5 YEAR COMMUNITY REVITALIZATION PROGRAM.

The CRP would establish the location, time frame and resources for revitalizing several "target areas" in the Redevelopment Project Area over the next five years. This program would include a number of implementation programs including capital improvements, community design, housing rehabilitation and citizen participation.

1. **Citizen Participation Program.** The purpose of this program would be to work with downtown merchants and property owners in the target areas. The focus of this program would be to develop a constituency in the downtown area for the redevelopment efforts of the city. This would be carried out through a series of newsletters, questionnaires and workshops to initially provide information about the redevelopment process and later to monitor and modify ongoing programs. A series of pamphlets describing various aspects of the redevelopment process would also be developed. Citizen participation could be used as an effective tool in prioritizing and identifying the time and location of various improvement projects.
2. **Capital Improvements Program.** This program would deal with improvements to the street, storm drain, water and sewer deficiencies in the area. An annual capital improvements project budget would be established identifying the cost, priority of development and funding sources. This program would be the fiscal monitoring process for the CRP.
3. **Community Design Program.** This program would revise the development standards and procedures for development in the Redevelopment Project area, along with the development of a number of projects designed to enhance the beauty of the city and carry out the redevelopment of the downtown area.
4. **Housing Rehabilitation.** This program would focus existing rehabilitation efforts of the city into the target areas and propose new programs to insure adequate housing remains in the project area.
5. **Program Administration and Planning.** A major aspect of the redevelopment planning process is the higher level of planning and administration required. A Program Administration Plan will be needed to accomplish the activities which will take place. The use of a program budgeting process is proposed as a method to monitor redevelopment activities. Each year annual objectives would be developed for the next year's redevelopment activities. Based on this objective individual

projects would be funded. Periodically during the year project reports would be made evaluating the effectiveness of meeting project objectives. Based on this information the city could effectively monitor the success of each project and make decisions on future allocations of resources.

STRATEGY 3: START REDEVELOPMENT EFFORTS IN A DOWNTOWN TARGET AREA

- 1. Begin with the Downtown Target Area Conceptual Plan.** The downtown target area conceptual plan and planning concepts provide a good starting point to gain community support for downtown redevelopment efforts. This information should become public knowledge through mailings, displays, and community workshops. The City should meet with downtown merchants and property owners and the community at large to gain approval and generate new ideas relating to the following planning concepts:
 - a. Redesign First and Second Streets.
 - b. Pedestrian ways can link Downtown activities together.
 - c. Street furniture should reinforce the old town theme.
 - d. Trees and landscape treatments can unify the Downtown.
 - e. Use of older buildings as a unifying theme.
 - f. Historic structures should be identified.
 - g. Use of alleys as small pedestrian plazas.
 - h. Unified design criteria will provide a common goal for future redevelopment efforts.
- 2. Prepare a Downtown Specific Plan.** Once community support has been developed and the planning concepts have been refined a specific plan process should be used to carry out the future plans for the downtown. This planning tool can act in place of a zoning ordinance and could include:
 - a. A streamlined development review process.
 - b. Architectural and design standards dealing with exterior design, landscape requirements, parking standards and other general land use and site development provisions.
 - c. A site Plan and improvements program phased with the realignment of Highway 4.

STRATEGY 4: PROVIDE HOUSING REHABILITATION FUNDS TO THE NEIGHBORHOOD TARGET AREA.

- 1. Focus Existing Housing Programs in the Neighborhood Target area.** The neighborhood target area has been developed to insure that housing in and around the downtown is maintained. By focusing existing resources into a small geographic area which is undergoing transition, this area can become stabilized with relatively low levels of public expenditures.

2. **Prepare a 5 Year Housing Rehabilitation Program.** A systematic Housing Rehabilitation Program over the next 5 years can eliminate blight in the 8 block neighborhood target area. The City's housing element provides the tools to deal with the housing problems in this area. Once these problems are eliminated the target area can be expanded toward Railroad Avenue and coordinated with the future improvement of Highway 4.
3. **Use Capital Improvements to encourage Private Reinvestment.** There are a number of deficiencies in capital improvements in the action areas. These deficiencies have been identified and a 5 Year Capital Improvements Program is proposed to eliminate these problems. Citizens in these areas should be involved in selecting and prioritizing projects for their neighborhoods. These projects could include, in addition to repairs to streets, etc., street scapes, neighborhood tree plantings and other neighborhood oriented improvements.

STRATEGY 5: RE-ALIGNMENT OF HIGHWAY 4.

1. **Prepare a Traffic Access Study as a First Step.** In the initial planning stage, prior to the actual realignment of the highway it is recommended that a detailed traffic access study be undertaken to mitigate impacts to adjacent land uses. This study should have as its end result a project description which can be used for the E.I.R. which will be prepared for Cal Trans next year. This study should be used to modify the city's adopted Thoroughfare plan and provide detailed design criteria.
2. **Highway 4 Specific Plan/Zoning Ordinance.** In the longer term the City should consider adopting a Specific Plan or revising the City's zoning ordinance to administer land uses and provide design criteria for development of the Highway 4 corridor.

STRATEGY 6: ENCOURAGE PRIVATE REDEVELOPMENT.

1. **Provide Needed Public Improvements and New Mixed Use Zoning Districts to Encourage Private Reinvestment.** Private redevelopment can be stimulated through a well thought out Public Improvements Program. If the city shows a long term commitment to improve the public infrastructure in blighted areas private property owners will redevelop their property. These private redevelopment efforts can also be encouraged by providing new land use procedures which take into account the need to recycle existing structures, and allow for multiple uses in one building or on a single lot.
2. **Expand Existing Target Areas from the Areas Designated for Future Revitalization.** This action area contains the major areas of blight within the city outside the target areas. The location and extent of this blight is well documented. At present the city does not have adequate funds to address all of the blighted areas in the city. These smaller pockets of blight have been identified for future redevelopment efforts.

as additional resources become available. Those areas which are adjacent to the downtown and neighborhood target areas will eventually be included in these targets areas as they are expanded.

STRATEGY 7: PROVIDE AREAS FOR FUTURE GROWTH.

- 1. Provide Flexiable Land Use Designations to Stimulate New Development.** To encourage development of areas designated for future growth three land use designations have been proposed. These include a high density residential category, a mixed office/residential use, and a mixed use for commercial, manufacturing, and residential uses. Development in these areas should be carried out through the use of one or more specific plans which would allow for the greatest flexibility for the type of large planned development projects proposed for these growth areas.
- 2. Study the possibility of Encouraging Development in these Future Growth Areas through Industrial Development Bonding for Public Improvements.** Under California Law it is possible to use Industrial Development Bonds under certain circumstances to make improvements to prop-erties within redevelopment project boundaries.

STRATEGY 8: DEVELOP A HISTORIC PRESERVATION PROGRAM.

- 1. Start by Preserving Historic Downtown Sites.** On an interim basis, The Redevelopment Agency should become the lead agency and take the necessary steps in preserving the historic sites which have already been identified in the preliminary survey of the redevelopment area.
- 2. Develop a Historic Preservation Program.** An historic Preservation Program should be initiated by the City. This program would be utilized as a guide in establishing standards to be followed by property owners, developers, and public agencies in land use and building construction in areas of historical importance.

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